

THE STUDY OF THE COMMUNICATION SYSTEM IN SELECTED SCHOOL
DISTRICTS OF THE STATE OF IOWA AND THE DESIGN
OF A MODEL SYSTEM FOR SCHOOL DISTRICTS
OF MORE THAN 4,000 STUDENTS

A Dissertation
Presented to
The School of Graduate Studies
Drake University

In Partial Fulfillment
of the Requirements for the Degree
Doctor of Education

by
Charles Douglas Buchanan
October 1974

1974
3752

THE STUDY OF THE COMMUNICATION SYSTEM IN SELECTED SCHOOL
DISTRICTS OF THE STATE OF IOWA AND THE DESIGN
OF A MODEL SYSTEM FOR SCHOOL DISTRICTS
OF MORE THAN 4,000 STUDENTS

by

Charles Douglas Buchanan

Approved by Committee:

Robert L. Whitt
Chairman

Richard D. Brooks

Richard H. Lampshire

Eugene J. Paul

Bruce I. Vennard

Earle L. Canfield
Dean of the School of Graduate Studies

THE STUDY OF THE COMMUNICATION SYSTEM IN SELECTED SCHOOL
DISTRICTS OF THE STATE OF IOWA AND THE DESIGN
OF A MODEL SYSTEM FOR SCHOOL DISTRICTS
OF MORE THAN 4,000 STUDENTS

An abstract of a Dissertation by
Charles Douglas Buchanan
October 1974
Drake University
Advisor: Dr. Robert Whitt

The problem. Communication is probably management's most talked about issue. The destiny of any society, group, or individual is determined largely by the ability to communicate positively and successfully. Whether communication is concerned with matters of profound import or with the minutiae of everyday interpersonal exchanges the achieving of effective communication is one of the most severe problems facing man in his modern world. It is difficult to imagine any aspect of administrative work that does not involve communicating with others.

Procedure. Through data gathered by the Iowa Center for Research in School Administration, The University of Iowa, and presented in the Financial Accounting Technique Report (Project FACT, 1973), twenty school districts with enrollments in excess of 4,000 students were identified and labeled as the sample group. A survey instrument was designed and validated. This survey instrument was then mailed to the Superintendents of Schools of the identified sample of school districts. This survey dealt with communication systems components involving the Board of Education, Administrative Relationships, District Employees, School Patrons and the Community, and Students. Concurrent with the survey, a review of current literature on the subject of communication was conducted, specifically dealing with (1) the definition of communication; (2) communication theory and models; and (3) communication methods. In addition, the presence or absence of legal requirements for internal and/or external communication for school districts in the State of Iowa was investigated.

Findings. Evidence suggests that educational leaders in large school districts do not recognize the need and importance of communication to organizational effectiveness. The lack of a public relations specialist, budgetary allocation for communication, annual report to patrons, and effective use of media presently available to school districts substantiate this viewpoint. A comprehensive communication model was designed through a comparison of the communication systems existing in the selected sample of districts in the State of Iowa and communication theory reported in the literature. A guide was formulated for use by school personnel for the evaluation of the existing network of communication. Requirements for external communication with residents or patrons of a local school district as defined by the School Laws of Iowa were found to be more comprehensive than the required internal communication. Yet, the requirements for either type of communication are not numerous.

Conclusions. Based upon the results of this study, it appears that the sample school districts do recognize it is important to communicate with school patrons and the community; however, the questioning of decisions through formulated grievance procedures is discouraged. The absence of job descriptions, particularly for members of the teaching staff, presents a possible source of conflict between role expectations and role perceptions. The leadership function of upper level management in communication is recognized. However, the opportunity for face-to-face communication between building administrators and the school board is limited. The importance of feedback to communicative attempts is accepted in most school districts. "Upward" communication is solicited. Yet, the formal lines of communication are still observed as adhering to the organizational chart of the district. The role of evaluation in the communication process is not recognized as valuable in dealing with non-certified employees in school districts. Finally, from this study, there is evidence that communication with students by the school staff is not given importance and the role that students play in communicating with the public is not well defined.

TABLE OF CONTENTS

	Page
LIST OF TABLES	v
LIST OF FIGURES	vi
Chapter	
1. PRELIMINARY	1
STATEMENT OF THE PROBLEM	8
DESIGN OF THE INVESTIGATION	8
DEFINITION OF TERMS	11
LIMITATIONS	11
SUMMARY	12
2. REVIEW OF THE LITERATURE	13
DEFINITION OF COMMUNICATION	13
COMMUNICATION THEORY AND MODELS	18
COMMUNICATION METHODS	42
3. PRESENTATION OF DATA	64
SCHOOL BOARD	66
ADMINISTRATIVE RELATIONSHIPS	70
DISTRICT EMPLOYEES	72
SCHOOL PATRONS AND COMMUNITY	75
STUDENTS	77
LEGAL REQUIREMENTS	79
SUMMARY	82

Chapter	Page
4. A MODEL COMMUNICATION SYSTEM	83
SCHOOL BOARD	95
ADMINISTRATIVE RELATIONSHIPS	102
DISTRICT EMPLOYEES	113
SCHOOL PATRONS AND COMMUNITY	117
STUDENTS	120
COMMUNICATION GUIDE	122
5. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS. .	135
SUMMARY	135
CONCLUSIONS	140
RECOMMENDATIONS	142
BIBLIOGRAPHY	146
APPENDIXES	152
A. Letters of Communication	153
B. Survey Instrument	156
C. <u>School Laws of Iowa</u>	164

LIST OF TABLES

Table	Page
1. Iowa School Districts With Enrollments of More Than 4,000 Students 1973-74 School Year	65
2. Position of Respondent to Survey Instrument .	66
3. The Responses of the Twenty Largest Iowa School Districts to a Questionnaire Identifying Some Components of a Communication System Utilized by the School Board	67
4. The Responses of the Twenty Largest Iowa School Districts to a Questionnaire Identifying Some Components of a Communication System Utilized in Administrative Relationships	71
5. The Responses of the Twenty Largest Iowa School Districts to a Questionnaire Identifying Some Components of a Communication System Utilized With District Employees	73
6. The Responses of the Twenty Largest Iowa School Districts to a Questionnaire Identifying Some Components of a Communication System Utilized With School Patrons and the Community	76
7. The Responses of the Twenty Largest Iowa School Districts to a Questionnaire Identifying Some Components of a Communication System Utilized With Students.	78

LIST OF FIGURES

Figure	Page
1. Schramm's Model	14
2. Hayakawa's Phases of Communication	21
3. St. John's Model	23
4. Davis' Model	23
5. McCloskey's Model	24
6. Newman and Summer's Model	25
7. Shannon's Model	25
8. Types of Communications Networks	27
9. Efforts to Communicate	29
10. Communications Media	44

Chapter 1

PRELIMINARY

There was a time when school administrators assumed that communicating with teachers, students, other employees and the public was among the easiest of tasks.¹ The growth of school districts and the coming of unionization, negotiations and jurisdictional battles has made this one of management's most challenging tasks.² A further influence to the above factors is the nature of the administrative organization in most school districts, in that they are designed in a hierarchical model. Although the hierarchical role does not require the withholding of information, it does condone a certain insensitivity to subordinate needs.³ As Lewin has pointed out, denial of pertinent information to participants prevents a cognitive structuring of the situation and results in emotionalism, lack of direction, alienation, and conflict.⁴ Administrators, furthermore, possess

¹Wayne Carl, "Communication Strategies For Top School Administrators," (Dayton, Ohio: National School Public Relations Association, 1971), tape recording.

²Ibid.

³Harold J. Leavitt, Managerial Psychology (Chicago: University of Chicago Press, 1958), p. 204.

⁴Kurt Lewin, Resolving Social Conflict (New York: Harper and Row, 1948), p. 29.

varying capabilities of communication effectiveness. A communicator may make others hear, but cannot make them understand. Communication involves more than receiving; there is also an expectation of understanding, acceptance, and action.¹ It becomes an exceedingly complex process in which people, behavior, and objects transmit information, ideas, and attitudes.² It is relevant to note that "in practically every recent study of the characteristics of the successful school administrator, evidence is found that this individual is an effective communicator."³

Educational management in the seventies must continually evaluate its communication processes, not just with employees and students, but with the general public, since the school administrator devotes a great deal of his time to dealing with people.⁴ Research shows that managers have difficulty accomplishing this communication responsibility, because when they were asked: "What causes you trouble in your job?" more of them (80 per cent) mentioned

¹Keith Davis, Human Behavior At Work (New York: McGraw-Hill Book Company, 1972), p. 380.

²William W. Savage, Interpersonal and Group Relations In Educational Administration (Glenview, Illinois: Scott, Foresman and Company, 1968), p. 300.

³Paul J. Misner, Frederick W. Schneider, and Lowell G. Keith, Elementary School Administration (Columbus, Ohio: Charles E. Merrill Books, Inc., 1963), p. 372.

⁴Wayne Carl, loc. cit.

communication than any other item.¹ Communication with others, therefore, is an all consuming aspect of administration. Van Miller recognized this fact when he said, "Administration is first and foremost communication."² Jack A. Culbertson, Paul B. Jacobson, and Theodore L. Reller have also declared that "in the broad sense, administrative behavior is communicative behavior."³

The administrator's task can be viewed as that of coordinating human efforts designed to provide adequate programs of education for the pupils enrolled in a school or school system. The role of communication in this task was emphasized by S. I. Hayakawa who declared that "coordination of effort necessary for the functioning of society is of necessity achieved by language or else it is not achieved at all."⁴ Although language may not be involved in all communication, it is a major ingredient in much of it, and the ability to communicate is essential when more than one person participates in any endeavor. Today, school personnel, including administrators, may negate the efficiency of their

¹Homer L. Cox, "Opinions of Selected Business Managers About Some Aspects of Communication On The Job," The Journal of Business Communication, (Fall, 1968), p. 7.

²Van Miller, The Public Administration of American School Systems (New York: The MacMillan Company, 1965), p. 475.

³Jack A. Culbertson, Paul B. Jacobson, and Theodore L. Reller, Administrative Relationships: A Casebook (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1960), p. 380.

⁴S. I. Hayakawa, Language in Thought and Action (New York: Harcourt and Brace, 1949), p. 18.

own language if they fail to communicate adequately and effectively or if they communicate unintentionally in a manner that is detrimental to themselves or the schools with which they are associated. Non-verbal forms of communication include such things as body language, gestures, facial expressions, and other subtle signs and symbols. Silence must also be recognized as a form of communication, frequently being more important than verbal communication. It is important to observe what is not said as well as what is said.

The most effective communication system is usually carefully structured. A structure is an established framework of communication channels which is designed to promote the efficient flow of information.¹ Cherry states,

By the possession of this structure the whole organization may be better adapted or better fitted for some goal-seeking activity. Communication means sharing of elements of behavior, or modes of life, by the existence of sets of rules.²

The elements of behavior or modes of life can only be shared by those who can perceive common stimuli in a common manner. In order, then, for communication to exist in an organization and between the organization and the outside, common perceptual bases must be established. It

¹Merle R. Sumption and Yvonne Engstrom, School Community Relations: A New Approach (New York: McGraw-Hill Book Company, 1966), p. 104.

²Colin Cherry, On Human Communication (New York: John Wiley & Sons, Inc., 1957), p. 6.

is clear that, if decisions are to be made and put into operation, there must be cooperation and coordination of the activities of many individuals. Communication is one process by which cooperation and coordination takes place.¹

Communication is a crucial aspect of all human life.² It is an essential tool that makes it possible for individuals to adapt to their environments. One's current and ultimate success in life depends upon communication skills. Survival demands that we speak, listen, read and write clearly and effectively. It is not possible to live truly satisfying and productive lives without an awareness and an understanding of the principles and techniques of effective communication.

The destiny of any society, group, or individual is determined largely by the ability to communicate positively and successfully. Whether communication is concerned with matters of profound import or with the minutiae of everyday interpersonal exchanges the achieving of effective communication is one of the most severe problems facing man in his modern world.

It is important for all personnel of an organization, and especially administrators and executives, to note that

¹Daniel Griffiths, Administrative Theory (New York: Appleton-Century-Crofts, 1959), p. 85.

²Walter D. St. John, A Guide to Effective Communication (Nashville, Tennessee: Dr. Walter St. John Enterprises, Inc., 1970), p. iv.

successful communication, high morale, and competent job performance are all closely inter-related. This inter-relationship is an over-arching one as it ranges from top management to the lowest levels of responsibility and involves all personnel. It is difficult to imagine any aspect of administrative work that does not involve communicating with others.

The challenge of achieving and maintaining effective communication in organizations is an increasingly awesome one as the need is great and the barriers many. The steady growth in organizational size, greater specialization of structure and task, and premium on time, promise to intensify this challenge in the future.¹

Since organizations are not simultaneous face-to-face systems as are small groups, the movement of information within them becomes crucial.² Chester I. Barnard writes,

Being indispensable to purposeful cooperation, the necessities of the system of communication becomes prime, being secondary only to the prior existence of an organization whose members are willing to cooperate.³

Keith Davis, writing in Human Behavior at Work, states that "the only way that management can be achieved in an

¹Ibid.

²Matthew B. Miles, Change Processes in the Public Schools (Eugene, Oregon: Oregon University Center for the Advanced Study of Educational Administration, 1965), p. 380.

³Chester I. Barnard, The Functions of the Executive (Cambridge, Mass.: Harvard University Press, 1938), p. 58.

organization is through the process of communication."¹

The communication process is one of the primary tools of management. Without the transmission of information, ideas, attitudes, and feelings--both upward and downward--productivity and morale would soon suffer. It is essential, therefore, that management personnel at all levels understand the principles of effective communication and learn the skills that will enable them to communicate effectively.²

Effective communication yields benefits not only in terms of increased productivity but also in terms of employee attitudes, mutual confidence, respect and understanding. The importance to an organization is such as to require continuing attention from management as to the effectiveness of its modes of communication.³ Many benefits will accrue to the organization which has an enlightened understanding of the communication process and which makes a continuing effort to improve the effectiveness of its modes of communication.⁴

Communication is the lifeblood of the total organization and its various components. It can be emphatically stated that no one can manage a modern organization who is

¹Davis, op. cit., p. 380.

²Herbert J. Chruden and Arthur W. Sherman, Jr., Personnel Management (Cincinnati, Ohio: South-Western Publishing Company, 1968), p. 326.

³Ibid., p. 348.

⁴Ibid., p. 349.

not knowledgeable of communication principles and techniques and skilled in their use. It can be equally stressed that no organization can operate and achieve its goals successfully without effective communication.¹

STATEMENT OF THE PROBLEM

Communication is probably management's most talked about issue. In spite of all the discussion, pronouncements, meetings, workshops, and inservice programs, communication is still the foremost problem.²

The purposes of this study were to survey and describe the communication systems in existence in selected school districts in the State of Iowa and to develop a model communication system for use by school districts.

DESIGN OF THE INVESTIGATION

School districts in the State of Iowa with enrollments in excess of 4,000 students were identified through data gathered by the Iowa Center for Research, School of Administration, University of Iowa, and presented in the Financial Accounting Technique Report (F.A.C.T. Report).

¹St. John, op. cit., p. 1.

²Norman H. Martin, Robert E. Finley, and Lewis B. Ward, Effective Communication on the Job: A Guide for Supervisors and Executives (New York: American Management Association, 1963), p. 21.

A survey instrument was designed which provided information relative to the communication system existing in the identified districts. The criteria for the development of the survey model were based upon the information in the current literature and recommendations that were offered by authorities during the validation process described later. This survey instrument identified the characteristics of the communication system in the following areas:

1. School Board
2. Administrative Relationships
3. District Employees
4. School Patrons and Community
5. Students

The survey instrument was validated by having it reviewed by people knowledgeable in the fields of Communication and School Public Relations. The reviewers were selected from the following groups: (a) University Professors of Communication and School Public Relations, and (b) Practicing School Public Relations personnel. These consultants were asked to review the questionnaire and make suggestions for changes, deletions, and additions. Based upon the comments offered by the reviewers, the preliminary survey instrument was revised. The final version of this instrument may be found in Appendix B.

Once the survey instrument was validated and approved by the doctoral committee, it was mailed to the Superintendents

of the identified sample of school districts. It was anticipated that the return of completed questionnaires would be less than 100%. This did not prove to be true, as all of the districts returned their survey instruments within a three week period.

The data collected from this survey were analyzed through a compilation of responses given, and are presented in tabular form in this report. The new knowledge generated was made available to the districts involved.

Concurrent with the mail survey, a review of current literature on the subject of communication was conducted, specifically dealing with the following topics:

1. The Definition of Communication
2. Communication Theory and Models
3. Communication Methods

In addition to the survey and review of literature, the presence of or absence of legal requirements for internal and/or external communication for school districts in the State of Iowa was investigated and results of this investigation are reported in Chapter 3.

A comprehensive model has been designed through a comparison of the communication systems existing in the selected sample of districts in the State of Iowa and communication theory reported in the review of the literature.

A guide has been formulated for use by school personnel for the evaluation of the existing network of

communication. This guide should serve as a basis for determining: (a) the extensiveness of the present network of communication; and (b) the probable efficacy of the application, in their school district, of the proposed model communication system.

DEFINITION OF TERMS

Communication

For the purpose of this study, the definition as proposed by Keith Davis is utilized: "Communication is defined as the process of passing information and understanding from one person to another."¹

Communication System

Communication System is defined as the composite of all methods used in the act of communication.

Employee

An employee is a person receiving his or her primary source of income for services offered to the local school district. This includes both certified and non-certified personnel.

LIMITATIONS

Due to the limitations, primarily financial, placed upon smaller school districts, the scope of this study and

¹Davis, op. cit., p. 379.

the model designed is directed toward school districts with enrollments of 4,000 or more students.

This study surveys only the channels of communication in existence in the districts sampled. The effectiveness of these channels of communication is not appraised.

Finally, it should also be recognized that the responses to the survey instrument that was utilized are subjective perceptions of the respondent, in each case, the Superintendent of Schools or his designate.

SUMMARY

There appears in Chapter 2 of this report a review of the literature dealing with various aspects of communication. Chapter 3 presents the data collected by the survey and a review of the legal requirements for communication for school districts in the State of Iowa. A model communication system for use by school districts and a guide for the development and evaluation of a communication network appear in Chapter 4. Conclusions and recommendations, as perceived by this author, are presented in Chapter 5.

Chapter 2

REVIEW OF THE LITERATURE

DEFINITION OF COMMUNICATION

Communication is a complex process.¹ It involves many variables, dimensions and components.² This factor is evident when one attempts to discover a meaning "for" communication. The problem appears to lie in the attempt to define what communication "is" when one should be attempting to define the meaning "of" communication. This should include the use of many contextual cues when explaining the communicative process.

In any form of communication there is a sender, a message and a receiver. Furthermore, there is a means by which and a medium through which the message is transmitted. Wilbur Schramm has stated that through communication a person is trying to share an idea, information or an attitude.³

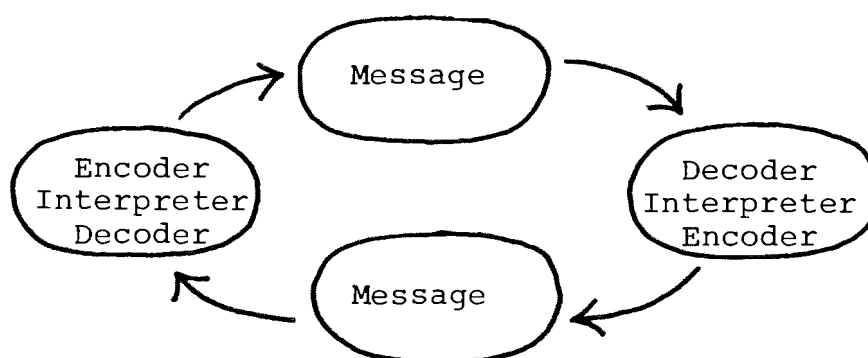
¹The Ontario Institute for Studies in Education, The Importance of Communication (Fall, 1973).

²Walter D. St. John, A Guide to Effective Communication (Nashville, Tennessee: Dr. Walter St. John Enterprises, Inc., 1970), p. 5.

³Wilbur Schramm, The Process and Effects of Mass Communication (Urbana, Illinois, University of Illinois Press, 1954), p. 3.

One of the most widely accepted and well-known diagrams of the communication process (Figure 1) is that as proposed by Schramm:¹

Figure 1
Schramm's Model



For the purpose of this study, the definition of communication as proposed by Davis is recognized:

Communication is defined as the process of passing information and understanding from one person to another. It always involves two people--a sender and a receiver. Understanding is personal and subjective; it can occur only in the receiver's mind.²

However, the definitions available to the student of communication are as varied and numerous as the number of authors on the subject.

¹Ibid., p. 8.

²Keith Davis, Human Behavior At Work (New York: McGraw-Hill Book Company, 1972), p. 379.

Ted J. McLaughlin, Lawrence P. Blum, and David M. Robinson declared that it is "the mutual interchange of ideas by any effective means."¹

St. John defines communication as,

. . . a gesture, or an oral or written message, exchanged between two or more individuals, the communicatee (the receiver) deriving meaning that is essentially identical to the meaning intended to be conveyed by the communicator (the sender).²

Communications may be defined as the transmission of factual information and values from one person to another or one group to another. The channel of communication is the complicated structure of personal relationships, including the desires, hopes, and aspirations of all of the people who work on the team. One of the most difficult of all tasks is that of attempting to convey the meaning accurately from one mind to another; this, in essence, is what communication attempts.³

Newman and Summer write that communication is,

. . . an exchange of facts, ideas, opinions, or emotions by two or more persons. The exchange is successful only when mutual understanding results. Merely saying is not enough; a receiver must understand the message a sender tried to get across. The receiver and sender may not agree, but communication has occurred when one at least understands what the other means to convey.⁴

¹Ted J. McLaughlin, Lawrence P. Blum and David M. Robinson, Communication (Columbus, Ohio: Charles E. Merrill Books, Inc., 1964), p. 21.

²St. John, op. cit., p. 1.

³Paul J. Misner, Frederick W. Schneider, and Lowell G. Keith, Elementary School Administration (Columbus, Ohio: Charles E. Merrill Books, Inc., 1963), p. 372.

⁴William H. Newman and Charles E. Summer, The Process of Management (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1961), p. 179.

Simon defines communication as,

. . . any process whereby decisional premises are transmitted from one member of an organization to another. This is a two way process, including both the transmittal to a decisional center and the transmittal of the decisions reached from the center to other parts of the organization. This process moves upward,¹ downward, and laterally throughout the organization.

Other authors offer the following definitions.

"In its broadest perspective, communication occurs whenever an individual assigns significance or meaning to an internal or external stimulus."² Edward Sapir defines communication as ". . . the intuitive interpretation of the relatively unconscious symbolisms of gesture, and the ideas and behavior of one's culture"³ while George A. Miller states that "Communication means that information is passed from one place to another."⁴ Carl Hovland asserts that communication is ". . . the process by which an individual (the communicator) 'transmits' stimuli (usually verbal symbols) to modify the behavior of other individuals (communicatees)."⁵ P. K.

¹Herbert A. Simon, Administrative Behavior (New York: MacMillan Company, 1947), p. 129.

²L. Thayer, "On Theory Building in Communication: Some Conceptual Issues," Journal of Communication, 13:219, 1963.

³E. Sapir, "Communication," Encyclopedia of the Social Sciences, Vol. IV (New York: Macmillan, 1933), p. 79.

⁴G. Miller, Language and Communication (New York: McGraw-Hill, 1951), p. 6.

⁵C. Hovland, "Social Communication," Proceedings of the American Philosophical Society, 92:371, 1948.

Tompkins offers the definition that "Communication is the assignation of meaningfulness or significance to one's perception of an arbitrary sign."¹

All communication proceeds by means of signs, with which one organism affects the behavior of another (or, more generally, as we shall argue later, the state of another). . . . There is here immediately a difficulty of definition. How can we distinguish between communication proper . . . and other forms of causation?²

The word communication will be used here in a very broad sense to include all of the procedures by which one mind may affect another. This, of course, involves not only written and oral speech, but also music, the pictorial arts, the theatre, the ballet, and in fact all human behavior.³

. . . 'the process of sending and receiving messages.' . . . In the sense used here, the word 'message' does not mean 'idea,' or 'thought,' or 'information.' It means only the physical signals (ordinarily light waves and air-pressure waves) transmitted between message-sender and message-receiver.⁴

Communication does not refer to verbal, explicit, and intentional transmission of messages alone. . . . The concept of communication would include all those processes by which people influence one another. . . . This definition is based upon the premise that all actions and events have communicative aspects, as soon as they are perceived by a human being; it implies,

¹Opinion expressed by Professor P. K. Tompkins, Wayne State University Department of Speech, 1968.

²Colin Cherry, On Human Communication (New York: John Wiley & Sons, Inc., 1957), p. 219.

³C. Shannon and W. Weaver, The Mathematical Theory of Communication (Urbana: University of Illinois Press, 1949), p. 95.

⁴W. C. Redding and G. Sanborn, Business and Industrial Communication: A Source Book (New York: Harper and Row, 1964), p. 30.

furthermore, that such perception changes the information which¹ an individual possesses and therefore influences him.

This definition (communication is the discriminatory response of an organism to a stimulus) says that communication occurs when some environmental disturbance (the stimulus) impinges on an organism and the organism does something about it (makes a discriminatory response). If the stimulus is ignored by the organism, there has been no communication. The test is differential reaction of some sort. The message that gets no response is not a communication.²

In summary, communication may be defined as the conveying of an idea from one person to another. Basic to this process are: (1) a sender; (2) a message; (3) a medium of transmission; (4) a receiver; and (5) an effect.

COMMUNICATION THEORY AND MODELS

Marshall McLuhan, a prophet on the importance of communication, says, "Our new environment compels commitment and participation. We have become irrevocably involved with, and responsible for, each other."³

Failure to communicate effectively may not be due to an administrative lack of effort; instead, it may be due to a lack of understanding of the two-way communication

¹J. Ruesch and G. Bateson, Communication: The Social Matrix of Psychiatry (New York: Norton, 1961), pp. 5-6.

²S. S. Stevens, "Introduction: A Definition of Communication," The Journal of the Acoustical Society of America, 22:689, 1950.

³Marshall McLuhan and Quentin Fiore, The Medium is the Massage: An Inventory of Effects (New York: Bantam Books, 1967), p. 12.

process. In fact, one obstacle to understanding the process is that it appears to be so simple. This in itself is likely to give the mistaken notion that one does not have to study the process or use guidelines to communicate effectively. But "the very fact that communication plays a key role in shaping attitudes and opinions that influence people's behavior toward the schools points up the need for study and direction."¹

Often both the schools and the public pay little attention to how they communicate. While this may be of little concern to citizens, there is urgent need for the school administrator to be clearly aware of the role in the total process. "Unless pertinent decisions are based on sound principles of communication, the full impact of a message will not be realized--or it may miss its mark entirely."²

Communication begins with an idea that needs to be transmitted. It begins as strictly a mental or intellectual process. The mental process is brought into the physical world in either the written or spoken form. Problems arise when the intellectual modality is brought into the physical world. The problem is one of assuring that the idea is

¹Keith W. Atkinson, "Communication: Closing the Widening Gap," The Clearing House, XLVI (September, 1971), 27.

²Ibid.

incorporated into the mental processing of the person/people with whom one is trying to communicate.¹

The human being uses "terms" to bring an idea into the physical world. A "term" is defined as a sensible, conventional sign expressing an idea. Carrying out this definition, a term must be perceived by one of the five senses (sensible) and the terms that are used must have been culturally derived as a matter of convenience (conventional). After conventionality has been established, anything can be used as a term or as a method of communicating. To illustrate, words do not mean anything. Conventionality put the meanings into words.²

A significant point about communication is that it always involves two people--a sender and a receiver. "One person alone cannot communicate. Only a receiver can complete the communication act."³

According to S. I. Hayakawa there are two phases of communication (Figure 2)--". . . the output (imparting) and the input (receiving). Output is accomplished either by speaking or writing. Input or intake concerns listening and reading."⁴

¹Statement by Dr. Gene Paul, class in Human Behavior In Organizations, Drake University, Business Management Department, September 5, 1972.

²Ibid.

³Davis, op. cit., p. 379.

⁴S. I. Hayakawa, Language in Action (New York: Harcourt and Brace, 1940), p. 27.

Figure 2

Hayakawa's Phases of Communication

Output Phase	Input Phase
Speaking Writing	Listening Reading

The basic problem in communication is that the meaning which is actually received by one person may not be what the other intended to send. "The speaker and the listener are two separate individuals living in different worlds; any number of things can happen to distort the messages that pass between them."¹

Communication at work involves more than receiving; there is also an expectation of understanding, acceptance and action. At a minimum, a second step of "understanding" is required for effective communication. Comprehension is personal and subjective; it can occur only in the receiver's mind. "A communicator may make others hear him, but he cannot make them understand him."²

In spite of some disagreement regarding the components of communication, there is general agreement that the following elements are essential to any communication:

¹George Strauss and Leonard R. Sayles, Personnel: The Human Problems of Management (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1967), p. 223.

²Davis, op. cit., p. 380.

1. The COMMUNICATOR (the who) is the sender, originator or the transmitter of a message.
2. The COMMUNICATEE (the to whom) is the receiver or the person for whom the message was designed.
3. The MESSAGE (the what) is the content, the subject matter, contained in the particular communication.
4. The MEDIA (the how) is the method, the technique, the device used to convey or send the message.
5. The CHANNEL (the where) is the route, network, or flow of a particular message (not the same as the chain of command).
6. The FEEDBACK (the effect) is the reaction or response¹ of the receiver to the sender's message.

In addition, there is a less tangible and more obscure, but highly significant variable that might be termed communication climate.

The communication climate encompasses such inter-related factors as: the setting, timing, time available, the general organizational atmosphere, and the situation associated with the sending and receiving of a given message.²

The components of the communication process as outlined by St. John may be depicted as in Figure 3,³ whereas Keith Davis has suggested that the communication process may be diagrammed as in Figure 4.⁴

Gordon McCloskey, writing in The Bulletin of the National Association of Secondary School Principals,

¹St. John, op. cit., p. 5.

²Ibid.

³Ibid., p. 6.

⁴Davis, op. cit., p. 387.

Figure 3
St. John's Model

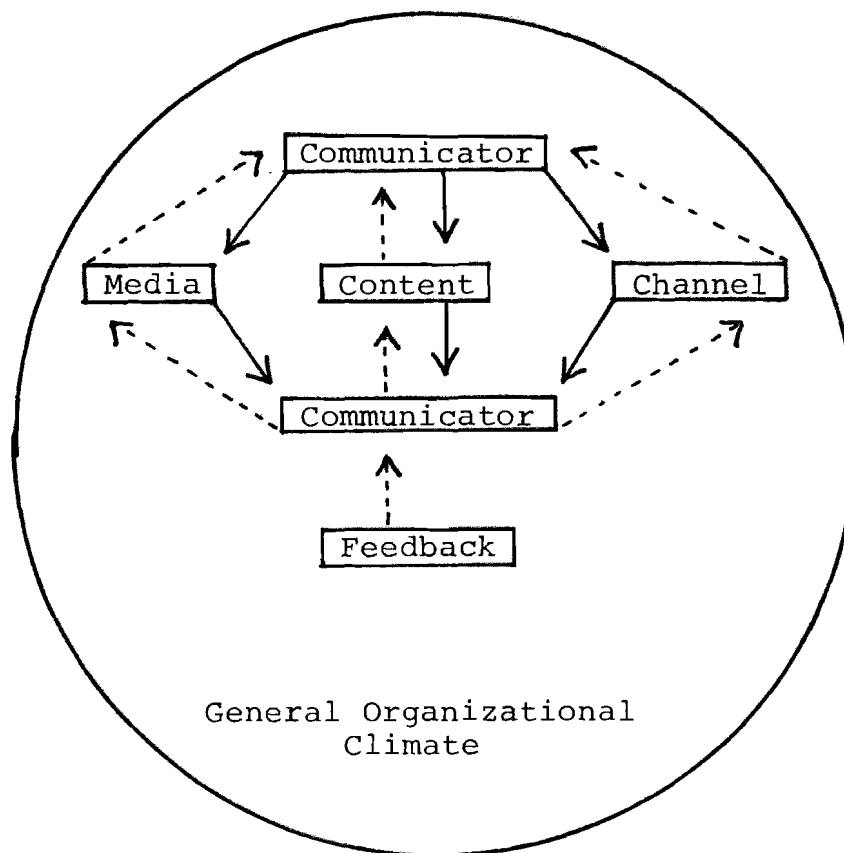
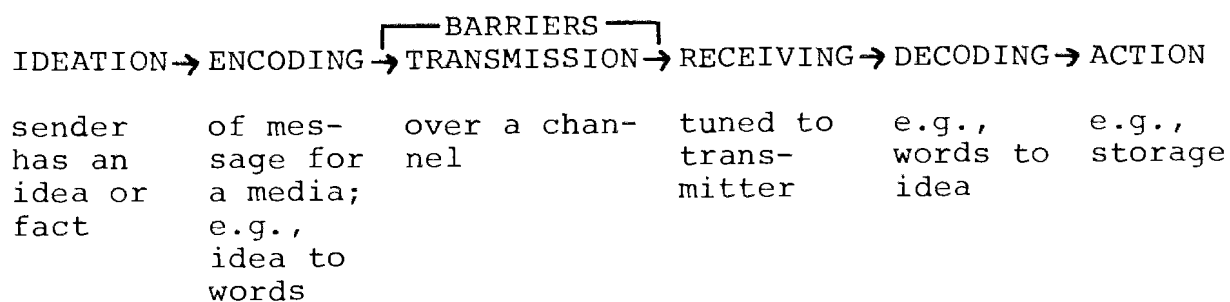


Figure 4
Davis' Model



presented an adaptation of Wilbur Schramm's model (Figure 5):¹

Figure 5
McCloskey's Model

<u>A SOURCE</u>	<u>ENCODES A MESSAGE</u>	<u>AND TRIES TO TRANSMIT IT</u>	<u>TO RECEIVERS WHO TRY TO DECODE IT</u>	<u>AND RESPOND</u>
You have facts or ideas you want others to understand	You select words, gestures or pictures to prepare a message. You hope others will notice and understand	You try to convey your message by means of conversations, letters, bulletins, newspapers, magazines, television, radio	Those who notice your message interpret it in a framework of their interests, attitudes and group relationships	They may decide to think about your message, to discuss it with you, to support your idea, oppose it, or to do nothing about it

Newman and Summer offer a "simple technical communication model"² (Figure 6), whereas the communication paradigm developed by Shannon is reproduced in Figure 7.³

¹Gordon McCloskey, "Principles of Communication for Principals," The Bulletin of the National Association of Secondary School Principals, XL (September, 1960), 18.

²Newman and Summer, op. cit., p. 525.

³Shannon and Weaver, op. cit., p. 377.

Figure 6
Newman and Summer's Model

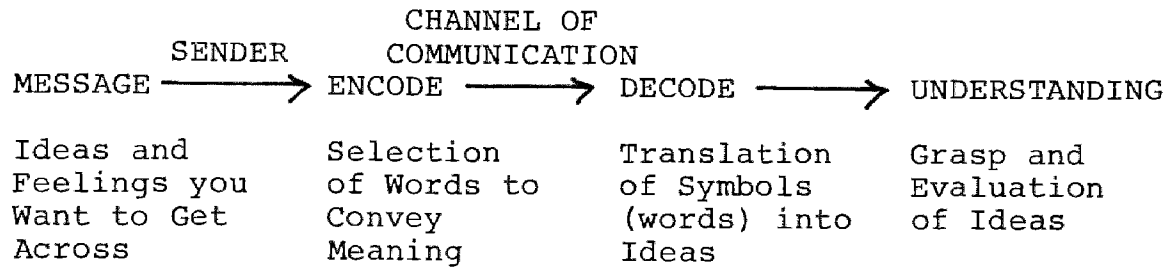
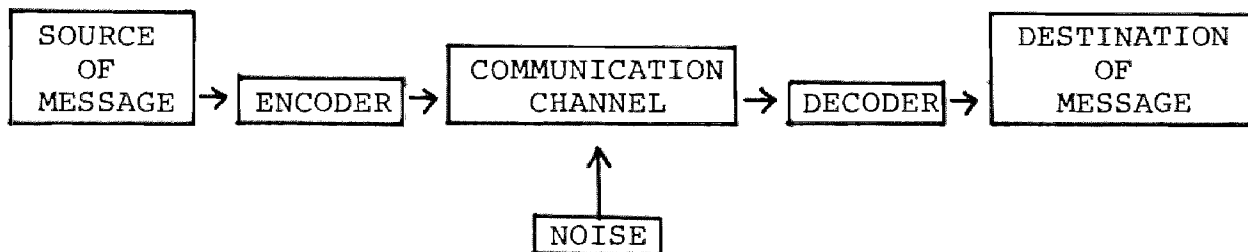


Figure 7
Shannon's Model



Channels of communication are "the routes and networks established for the distribution, reception, or the flow of communication through an organization."¹

¹St. John, op. cit., p. 13.

For any organization to function effectively it must have a communication network which is simple and logical, and the channels used must be flexible enough to permit opportunity for communicating at all levels between individuals with various responsibilities and duties. The organization's system for communication largely determines and regulates who sends messages to whom, about what and why. "There are many possibilities for organizations to choose from concerning communication networks. Each alternative has its advantages and disadvantages."¹

Early classical studies of communication networks identified three basic types:

1. The Circle
2. The Chain
3. The Wheel

These studies showed that each caused different levels of morale, speed and accuracy as shown in Figure 8.²

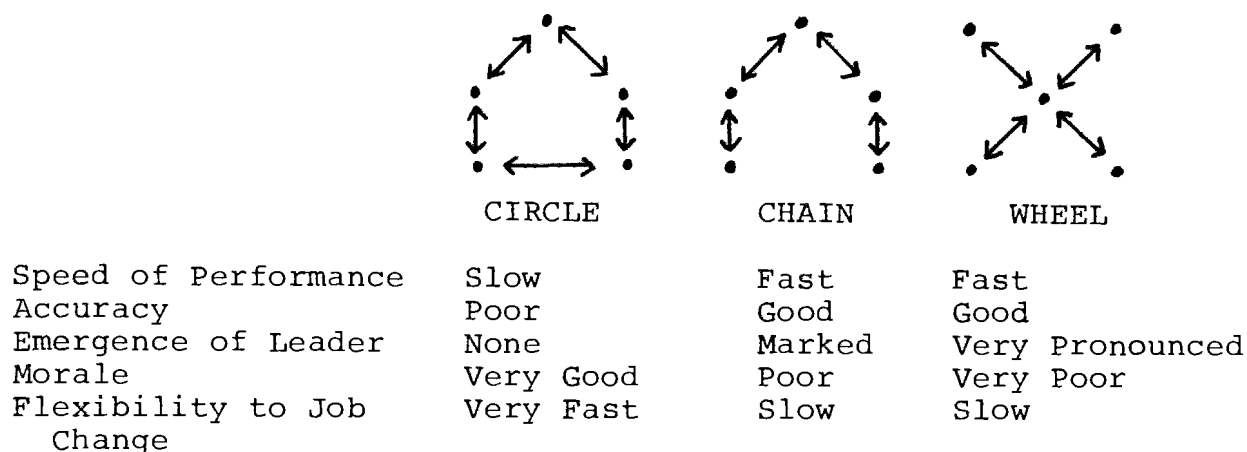
These experiments support the idea that better results are accomplished by using various networks and media of communication, rather than one alone. In this way, some of the advantages of each are secured and both high productivity and morale are possible.³

¹Ibid., p. 14.

²Alex Bavelas and Dermot Barrett, "An Experimental Approach to Organizational Communication," Personnel, March, 1951, pp. 366-371; see also Harold J. Leavitt, "Some Effects of Certain Communication Patterns on Group Performance," The Journal of Abnormal and Social Psychology (January, 1951), pp. 38-50.

³Davis, op. cit., p. 384.

Figure 8
Types of Communications Networks



Barriers to Communication

While there are several avenues by which understanding may pass from one person to another as well as many media for promoting understanding, these avenues and media do not necessarily lead to the desired goal. The groupings of people into a complex organization impose additional conditions and factors affecting human relationships which may constitute potential barriers to communication.

In order for communication to be effective, it is essential for the manager or supervisor to recognize these potential barriers and to plan communication so that these barriers may be overcome or at least minimized.¹

¹Herbert J. Chruden and Arthur W. Sherman, Jr., Personnel Management (Cincinnati, Ohio: South-Western Publishing Company, 1968), p. 341.

In a survey of over 750 company members, the National Industrial Conference Board asked, "What are the barriers to communication within a company?" The barriers cited fell into three major groups:

1. Barriers arising from the fact that individuals differ. These are barriers that a company inherits because they are common to society.
2. Barriers arising from the company's psychological climate which tends to stultify communication.
3. Barriers that are largely mechanical in the sense that they stem from lack of proper facilities or means of communication.¹

Davis cites three broad types of barriers that impede communication:

1. Physical
These are environmental factors which prevent or reduce the sending and receiving of communications. They include physical distance, distracting noises, and similar interferences.
2. Personal (social-psychological)
These barriers arise from the judgments, emotions, and social values of people. They cause a psychological distance between people similar to the physical distance just mentioned.
3. Semantic
These barriers arise from the limitations of the symbolic system itself. Symbols usually have a variety of meanings, and we have to choose one meaning from among many.²

St. John identifies four types of barriers to effective communication:

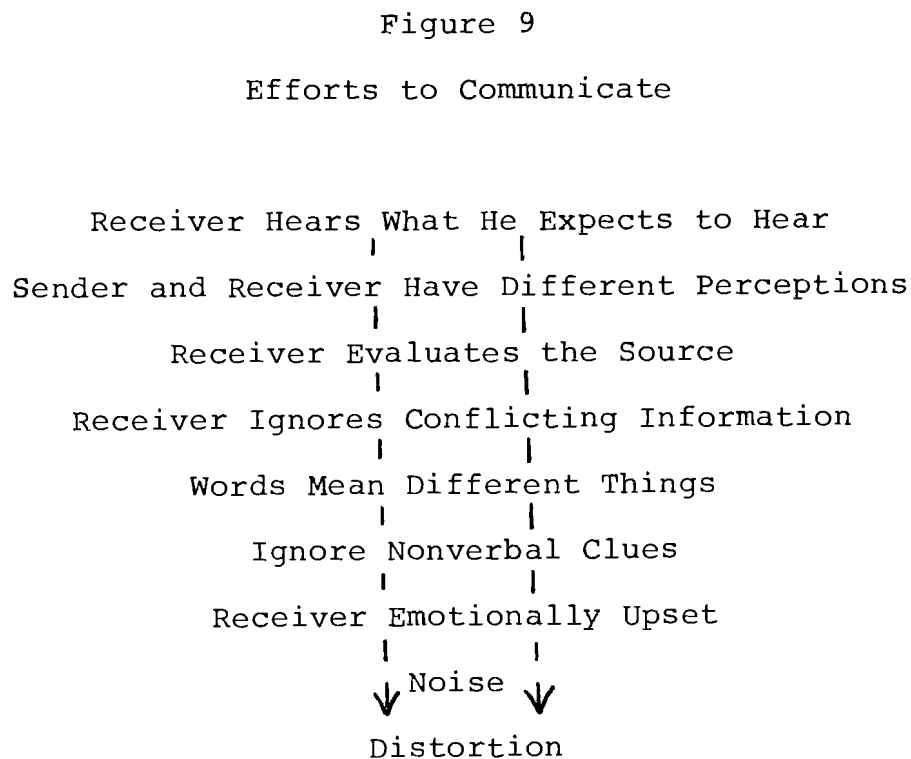
1. Language Factors
2. Interpersonal (communicator-communicatee) Factors

¹National Industrial Conference Board, "Barriers to Communication," Management Record (January, 1958).

²Davis, op. cit., p. 388.

3. Situational-Timing Factors
4. Organizational Structure and Procedural Factors¹

Strauss and Sayles diagram the barriers to successful communication as follows (Figure 9):²



Verbal responses, in an attempt to communicate, frequently tend to block communication. Responses such as the following are examples:

1. DIRECTING, ORDERING, COMMANDING
("You must...", "You have to...", "You will...")
2. WARNING, THREATENING, ADMONISHING
("You had better...", "If you don't, then...")

¹St. John, op. cit., p. 86.

²Strauss and Sayles, op. cit., p. 242.

3. MORALIZING, PREACHING, OBLIGING
("You should...", "You ought...", "It is your duty...", "It is your responsibility...", "You are required...")
4. PERSUADING WITH LOGIC, ARGUING, INSTRUCTING, LECTURING
("Do you realize...", "Here is why you are wrong...", "That is not right...", "The facts are...", "Yes, but...")
5. ADVISING, RECOMMENDING, PROVIDING ANSWERS OR SOLUTIONS
("What I would do is...", "Why don't you...", "Let me suggest...", "It would be best for you...")
6. EVALUATING, JUDGING NEGATIVELY, DISAPPROVING, BLAMING, NAME-CALLING, CRITICIZING
("You are bad," "You are lazy," "You are not thinking straight," "You are acting foolishly," "Your hair is too long")
7. PRAISING, JUDGING OR EVALUATING POSITIVELY, APPROVING
("You're a good boy," "You've done a good job," "That's a very good drawing," "I approve of...", "That's a nice thing to do")
8. SUPPORTING, REASSURING, EXCUSING, SYMPATHIZING
("It's not so bad...", "Don't worry," "You'll feel better." "That's too bad")
9. DIAGNOSING, PSYCHOANALYZING, INTERPRETING, READING-IN, OFFERING INSIGHTS
("What you need is...", "What's wrong with you is...", "You're just trying to get attention...", "You don't really mean that," "I know what you need," "Your problem is...")
10. QUESTIONING, PROBING, CROSS-EXAMINING, PRYING, INTERROGATING
("Why...", "Who...", "Where...", "What...", "How...", "When...")
11. DIVERTING, AVOIDING, BY-PASSING, DIGRESSING, SHIFTING
("Let's not talk about it now," "Not at the dinner table," "Forget it," "That reminds me," "We can discuss it later")
12. KIDDING, TEASING, MAKING LIGHT OF, JOKING, USING SARCASM
("Why don't you burn down the school," "When did you read a newspaper last," "Get up on the wrong side of the bed?"¹ "When did they make you Principal of the school?"¹)

¹Project ADVANCE, Project supported by the U.S. Office of Education, Title III-E.S.E.A., January, 1973.

Abelson, writing in The Journal of Communication, proposes the following "communication axioms":

1. Individual (I) will be more apt to accept assertion made by sender (S) the more favorable I's attitude toward S and the higher I's receptivity to S.
2. An assertion is especially apt to be accepted by I if it is consistent with his predisposition toward that assertion and under no circumstances will be accepted if it runs counter to his predisposition.
3. An assertion is less apt to be accepted by I if it is inconsistent with his position on the issue.
4. When I's attitude toward S is negative and his receptivity to S is very low, assertions made by S not previously encountered by I and not consistent with his position will tend to promote acceptance by I of converse assertions.
5. The direction of such attitude position change is toward S if I's attitude toward S was initially positive, and away from S if I's attitude toward S was initially negative; the degree of such change is a direct function of the difference between the position of I and S.¹

Abelson points out that effective communication between individuals is often difficult and at times impossible to achieve. It may be expected, therefore, that

. . . where hierarchical relationships exist, as in an organization, and where interpersonal feelings are sometimes more negative than positive, the communication process will require even more attention and effort if it is to yield the level of understanding necessary for efficient operations.²

The architecture and furnishings of today's bureaucratic organizations seem to be departing further and further from the needs of the innovative organization. The majestic,

¹Keith Abelson, "A Model of Communication Effectiveness," The Journal of Communication, XX (March, 1970), 81-91.

²Chruden and Sherman, op. cit., p. 330.

quiet halls and closed, windowless office doors are not designed to encourage communication.¹

The superordinate in the hierarchy has the "right" to control communication, both those internal to the organization and those external to the organization. "There is a strong emphasis on following 'channels' in attempts to communicate, particularly when the communication is upward."²

The superior's right to monopolize official communication can be particularly damaging to personal satisfactions or goals. As Lewin has pointed out, denial of pertinent information to participants prevents a cognitive structuring of the situation and results in emotionalism, lack of direction, alienation, and conflict. Furthermore, the denial of information, by concealing the relation between activities and the larger group objectives, denies the satisfactions of knowing one is part of a larger, important, co-operative effort. Although the hierarchical role does not require the withholding of information, it does condone a certain insensitivity to subordinate needs. Furthermore, the strategic considerations surrounding hierarchical competition and the need to protect the legitimacy of the positions counsel caution in the distribution of information, both to subordinates and others.³

"The adequacy of problem solving within organizations depends upon the adequacy of communication as well as

¹Victor A. Thompson, "The Innovative Organization," Organizations and Human Behavior: Focus on Schools, ed. Thomas Sergiovanni and Fred Carver (New York: McGraw-Hill Book Company, 1969), p. 397.

²Max G. Abbott, "Hierarchical Impediments to Innovation in Educational Organizations," Organizations and Human Behavior: Focus on Schools, ed. Thomas Sergiovanni and Fred Carver (New York: McGraw-Hill Book Company, 1969), p. 47.

³Victor A. Thompson, "Hierarchy, Specialization, and Organizational Conflict," Sergiovanni and Carver, op. cit., p. 29.

upon the skills available."¹

The pyramidal distribution of hierarchical rights tends strongly to create groups composed of subordinates and a superior with a wagon-wheel pattern of communication. The hierarchical control of official communication tends to divide the organization into management (hierarchy) and employees (labor). The status system, with its blocks to interaction between strata, reinforces this division and both together alienate the group--'employees'--from the organization as a whole. Shared goals and reality perceptions do not easily extend across this barrier. Hierarchical control of official communication in conjunction with the status system subdivides the whole organization into status strata.²

Chester I. Barnard writes concerning the system of communication:

The system of communication by means of which coordination is secured in cooperation is a strictly social phenomenon. Being indispensable to purposeful cooperation, the necessities of the system of communication become prime, being secondary only to the prior existence of an organization whose members are willing to cooperate.³

One cannot function as or in a communication center if one is not at that center; nor, if at that center, without knowledge of the immediately available means of communication and of the immediately precedent communication materials, i.e., what has transpired, what further communication should be made, from whom and where communication should be elicited.⁴

. . . Thus the primary specific abilities required in communication are those of position--of being at the place where communication may effectively be had and

¹Ibid., p. 26.

²Ibid., p. 33.

³Chester I. Barnard, "Functions and Pathology of Status Systems in Formal Organizations," Sergiovanni and Carver, op. cit., p. 58.

⁴Ibid.

where immediate concrete knowledge may be obtained. The manning of posts of communication by those possessing the requisite abilities of position is so indispensable to cooperation that a system assuring such manning and hence of the acquirement of such abilities has precedence over all other considerations in an organization, for the breakdown of communication means immediate failure of coordination and disintegration of the organization.¹

While it is generally agreed that there is need for an organizational framework, the development of the structure must necessarily be based on some consideration of the communication problems that may arise as a result of the pattern of interpersonal relationships established by the structure. In some instances, it is possible to correct the problems; whereas, in other situations communication is blocked and travels by other means, such as through informal channels. "In examining the communication process in relation to organizational structure, it is thus necessary to consider both formal and informal types of communication."²

Formal Communication

Chruden and Sherman discuss formal communication by suggesting that:

Formal communication takes place between personnel according to established lines of authority or on the basis of established procedural relationships. Formal communication may flow in downward, upward, and horizontal directions.³

¹Ibid.

²Chruden and Sherman, loc. cit.

³Ibid.

Downward communication. Downward communication originates at any management level and is directed toward subordinate personnel.¹ Katz and Kahn identify five basic types of downward communication:

1. Specific task direction: job instructions.
2. Information designed to produce understanding of the task and its relation to other organizational tasks: job rationale.
3. Information about organizational procedures and practices.
4. Feedback to the subordinate about his performance.
5. Information of an ideological character to inculcate a sense of mission.²

For effective employee performance, job satisfaction, and teamwork among the members of an organization, it is essential that there be effective communication from superiors to subordinates in all five types listed above.³

Upward communication. Communication upward is primarily concerned with the expression of a subordinate's ideas, attitudes, and feelings about himself, his job, his performance, and his problems; about others; about organizational policies and practices; and similar matters that he perceives as being acceptable material to communicate to management.⁴

Horizontal communication. "Horizontal communication involves personnel at approximately the same levels in the

¹Ibid.

²Daniel Katz and Robert L. Kahn, The Social Psychology of Organizations (New York: John Wiley and Sons, Inc., 1966), p. 239.

³Chruden and Sherman, op. cit., p. 331.

⁴Ibid.

organizational structure."¹ It is important that management should develop the type of conditions, including the social climate, that facilitates this type of communication. Employees should be encouraged and feel free to communicate with one another about common problems. Of equal importance is the recognition that horizontal management communication is a prerequisite to employee communication and also essential to sound decision making.

Informal Communication

Informal communication takes place between friends and acquaintances whose relationship to one another is independent of authority and job functions. While these contacts follow patterns that are independent of the formal organizational structure, they nevertheless provide an important channel of communication, frequently referred to as the "grapevine" because it winds through the organization without regard to the formal organization.²

In most instances, the "grapevine" provides for a rapid transmission of information and misinformation and, therefore, presents a challenge to the planned communication. Hershey suggests some controls that can be used to minimize the number and the severity of rumors that are passed from one person to another over the "grapevine":

¹Ibid., p. 332.

²Ibid.

1. Keep the channels of communication open. There is no substitute for good supervisor-to-subordinate communication down the line.
2. Positive and truthful presentation of facts about a topic is more effective than defensive attempts to disprove the logic of a rumor.
3. Guarding against idleness and monotony among the troops has long been a military technique to prevent rumors and it is just as applicable to any other organization.
4. Faith in the credibility and source of management's communications is another important area to develop. A company attempting to present its story accurately and convincingly must have built a record of truthfulness and reliability in dealing with its employees.¹

Since organizations are not simultaneous face-to-face systems like small groups, the movement of information within them becomes crucial. This dimension of organizational health implies that there is relatively distortion-free communication 'vertically', 'horizontally' and across the boundary of the system to and from the surrounding environment. In the healthy organization, there is good and prompt sensing of internal strains; there are enough data about problems of the system to insure that a good diagnosis of system difficulties can be made. People have the information that they need, and have gotten it without exerting undue efforts.²

In the attempt to maintain effective school-community communication, and thus attain some degree of organizational health, Keith Atkinson suggests the following guidelines:

Because productive school-community relations emerge only when communication promotes mutual understanding and common action, the guidelines that follow have been formulated to help the school administrator to understand the communication process and plot a course of action:

¹Robert Hershey, "The Grapevine--Here to Stay But Not Beyond Control," Personnel, XLIII (January/February, 1966), 62-66.

²Matthew B. Miles, "Planned Change and Organizational Health: Figure and Ground," Sergiovanni and Carver, op. cit., p. 380.

Guideline #1. Decisions relating to communication should be based on an understanding of the community the school serves.

(What individuals or groups shape community feeling toward the school? What are the educational aspirations and concerns of the people? What are the emerging educational needs of the community? What human motives and drives can be utilized to promote school improvement?)

Guideline #2. The communication activity should involve many individuals.

(Have the individual differences of staff members in their ability to communicate with the public been identified and utilized? Do staff members understand the kinds of messages they can appropriately and effectively communicate? Do staff members know the techniques of communication most suited to their own situations and abilities? Has a stimulating work environment been established so that staff members will convey positive messages to parents and to the general public? Has the role citizens can play in school interpretation been identified and utilized?)

Guideline #3. A knowledge of the social and behavioral sciences will help school personnel to plan effective communication.

(What existing community attitudes toward the school should be maintained? What negative community attitudes toward education should be changed? What message content will shape constructive public behavior toward the school?)

Guideline #4. Communication should be so designed that messages reach the desired audience and arouse the intended response.

(Which community groups display concern about the school? Does the school communicate regularly with concerned groups, as well as with others, through a variety of media? Is the communication potential of both the professional and non-professional staff being utilized? Are parents and other citizens encouraged to attend school events and to share in educational activities? What media of communication does the community possess, and which of these are available for school use?)

Guideline #5. The impact of a communication is influenced by the attention it receives, the source from which it comes, and the action it proposes.

(Which school personnel enjoy the respect and confidence of the different community groups? Are contemplated school proposals compatible

with individual and community attitudes? How can school action proposals be tied to existing activities that appeal to people? Which school-related achievements provide the best material for communication designed to promote community confidence?)

Guideline #6. The outcome of communication is measured by the tenor of the feedback obtained.

(Has the feedback from previous communication been evaluated? Are evaluative findings reflected in the communication being planned? Will the proposed communication evoke feedback sufficient for further evaluation?)

Only when an administrator operates in a context of answers to pointed questions about the audience, the personnel, the task, the medium, and the impact, can he structure communication so that it will influence positively public behavior toward the schools. Communication based on anything less than persistent fact-finding will impair a school system's potential for community support.¹

The hierarchy and bureaucracy of a school hinders the communication channels, causing delays. People today are conditioned to receiving information instantaneously. Therefore, the voice that says, "Communication is a problem" in schools speaks with some degree of truth. To allay this complaint, educational institutions must have visible channels of communication that prove effective to their users.

McLuhan writes regarding this problem:

Electric circuitry profoundly involves men with one another. Information pours upon us, instantaneously and continuously. As soon as information is acquired, it is very rapidly replaced by still newer information. Our electrically-configured world has forced us to move from the habit of data classification to the mode of pattern recognition. We can no longer build serially,

¹Atkinson, op. cit., pp. 28-31.

block-by-block, step-by-step, because instant communication insures that all experiences co-exist in a state of active interplay.¹

McLuhan goes on to say that, "Education must shift from instruction, from imposing of stencils, to discovery-- to probing and exploration and to the recognition of the language of forms."²

The communication function of school management today seems to be like a kaliodoscope. Each new turn, each new day seems to produce some new and different pattern. Each one appears to be more complex than the previous one. We gain a new appreciation of management and the role communication plays in making management effective. Our trials and difficulties of today can help us do better tomorrow.³

Unless a school superintendent is fully concerned and immersed in all of the processes of communication in the district, he is not going to be fully effective. And indeed, if he is ineffective, the district is quite likely to suffer.⁴

Unless he understands the processes of communication and the organization of a good communications program sufficiently that he is totally committed to it, reinforces it and stimulates it, then he will find at some point that either he is overtaken by the need for better communications or that he finds himself short when he needs it the most.⁵

The school administrator is responsible for the initial concern about the effectiveness of communication within a school system. All of the people in decision

¹McLuhan and Fiore, op. cit., p. 57.

²Ibid., p. 60.

³Wayne Carl, "Communication Strategies For Top School Administrators," tape recording (Dayton, Ohio: National School Public Relations Association, 1971).

⁴Ibid.

⁵Ibid.

making roles are vitally involved in the process by which directions, information, ideas, and explanations are transmitted from person to person. The classroom teachers and non-certified personnel are equally important to the successful operation of communication procedures. It is necessary that means are provided for all of these people to receive and send messages via the communication channels. This means that representatives of all the elements of the working force in the school need to be involved in the development of a planned communication procedure.

When the central office administration in a system becomes sufficiently aware of the need for better communication, time, money, and effort should be spent in studying, planning for, and perfecting an effective program.¹

Planning for an effective program of communication in an educational setting will involve a study of the following essential questions as they relate to communication:

1. Is there a clear understanding of the objectives of the school program?
2. Has the school system developed a clear statement of personnel policy that has been approved by the board of education?
3. What are the most effective ways to insure that communication is a three-way process--from the central offices down; from the teacher to the principal to the superintendent in an upward direction; horizontally in such a manner that teachers at the same grade level may share information and custodians may communicate with other custodians?
4. What are the specific communication responsibilities of the central office staff members, the principals, and the supervisory staff?
5. What are the specific communication needs and responsibilities of the teachers and the non-certified employees?
6. What media are available, and what needed, for effective communications?

¹Misner, Schneider and Keith, op. cit., p. 374.

7. What are the current attitudes of the school employees toward the general operation of the school system?
8. What means of evaluation may be used to test the effectiveness of any program of communication within the school system?¹

The purposes of communication in schools include the following:

1. To enable all employees to understand the objectives of the school program.
2. To provide means of receiving and understanding employee attitudes and ideas that relate to what happens in the schools.
3. To break down the status relationships that often exist in a school system. Such relationships tend to inhibit the free flow of information.
4. To provide means for motivating the school employees to give their best efforts.
5. To bridge the gap between the policy-making and policy-enforcement function of school management.
6. To provide school employees with specific ways they may contribute to the successful operation of the schools, and to assure them of the benefits they may receive as a result of their efforts.²

Effective communication does not consist of systems, media, or facts; but rather of understanding, awareness, and mutual confidence. Emphasis must be placed upon people, and not on machines or gimmicks; communication is a tool for working harmoniously and effectively with people.³

COMMUNICATION METHODS

Further complicating the processes of communication are the variety of methods of communicating available to an individual. To illustrate this, William W. Savage lists the following:

1. Words, oral and written (or printed)
2. Pictures

¹Ibid.

²Ibid.

³Ibid.

3. Diagrams, drawings
4. Symbols
5. Colors
6. Sounds other than words
7. Facial expression
8. Appearance
9. Behavior
10. Regalia and insignia¹

McLuhan has stated that "Societies have always been shaped more by the nature of the media by which men communicate than by the content of the communication."² St. John classifies all media into one of three types: (a) verbal; (b) written; or (c) pictorial.³ Furthermore, the media may also be classified according to individual and mass types. The types of media (the methods, techniques, devices or apparatus used to convey a message from one person to another) are listed in Figure 10 (page 44).⁴

There is no one best medium for communicating. Each situation demands careful attention to choosing the medium that will result in optimal effectiveness for the specific message and group to receive it.⁵

It is agreed, however, that it is best to use a wide variety of communication media. The wise communicator will

¹William W. Savage, Interpersonal and Group Relations in Educational Administration (Glenview, Illinois: Scott, Foresman and Company, 1968), p. 303.

²McLuhan and Fiore, op. cit., p. 3.

³St. John, op. cit., p. 48.

⁴Ibid.

⁵Ibid., p. 49.

Figure 10
Communications Media

<u>Verbal Types:</u>	<u>Written Types:</u>	<u>Pictorial Types:</u>
Tape Recorder	Bulletin Boards	Posters
News Bulletins	Magazines	Movies
Annual Reports	Newspapers	Charts
Orientation Sessions	Letters	Graphs
Mass Meetings	Annual Reports	Tables
Small Group Meetings	Opinion Surveys	Cartoons
Public Address	Handbooks	Comic Strips
Interviews	Suggestion Systems	Tours
Radio Programs	Pay Inserts	Visits
Open Houses	Newsletters	Exhibits
Telephone	Bulletins	Tabulations
Conferences	Pamphlets	Diagrams
Seminars	Booklets	Displays
Breakfast Meetings	Memoranda	Maps
Informal Chats	Directives	Television
Phonograph Records	Notices	Open Houses
Walky Talky	Forms	Demonstrations
Closed Circuit TV	Delphi Systems	Film Strips
Buzz Sessions	Micro-film	Slides
Grapevine	Books	Pictographs
Buzzers-Bells	Computer	Sky Writing

consider using devices and techniques which appeal to as many senders as possible.¹

Wise media selection must also take the following into account:

1. Direction of the flow (upward or downward)
2. Size and nature of the intended audience
3. Time requirements
4. Cost factors
5. Distortion and filtering possibilities
6. Effectiveness and efficiency²

¹Ibid.

²Ibid.

There are not only many items to be communicated in the typical school day, but there are numerous ways in which they may be communicated. Language, both oral and written, is what first comes to mind when one thinks about means of communication; however, the total process of communication reaches beyond language. It includes other avenues by which understanding or misunderstandings may occur, and in most situations a combination of these avenues is operating.¹

Oral Communication

Oral communication is the most frequently used avenue of communication in business. This method has the advantage of speed, and it provides an opportunity for immediate feedback that assures the sender that he is "communicating" with the other party. Speech also involves less work than written communication.²

Words are the principal communication instrument of managers. These individuals live in a verbal environment and must show reasonable verbal capacity in order to do their job well. However, most people find it difficult to understand purely verbal concepts. They suspect the ear. In general, we feel more secure when things are visible, when we can "see for ourselves."

¹Newman and Summer, op. cit., p. 328.

²Ibid.

"A major difficulty with language is that nearly every common word has several meanings."¹ If words really have no certain meaning, how can we make sense with them--how can we communicate with other people? The answer is context. A word is used in a certain environment and surrounded with other words until meaning is narrowed to fairly certain limits. Individual words may have so many meanings that they become meaningless until they are put in context. Consequently, an effective communicator "knows that words do not mean--people mean."²

As many students of human behavior have stressed, man's capacity to use language--to use abstract symbols and sounds to represent both concrete objects and abstract concepts--distinguishes him from other species of life. At the same time, his language and the use of it constitute something less than really adequate communication.³

George A. Miller declared that "there are no meanings in the dictionary."⁴ He explained this statement by pointing out that definitions found in the dictionary are "only equivalent verbalizations, other ways of saying almost the same thing."⁵ He added that despite the "common belief that

¹Davis, op. cit., p. 389.

²Ibid.

³Savage, op. cit., p. 308.

⁴George A. Miller, Language and Communication (New York: McGraw-Hill, 1951), p. 112.

⁵Ibid.

to define a word is to give its meaning" it is "healthier to say that by defining the word we substitute one verbal pattern for another."¹

Face-to-face communication is superior, under most circumstances, to written orders, printed announcements, or business letters. Only when the sender is able to experience direct feedback from the receiver can he really know what the receiver is hearing and what he is failing to hear. Another reason for the greater effectiveness of voice communication is that most of us communicate more easily, completely, and frequently by voice. Furthermore, we usually ascribe more credibility to what we hear someone say than to words attributed to him in print.²

Language is the heart of communication. "Without language, men could not think and correspondingly thought is the manipulator of word symbols."³

Whatever language (wording) facilitates clear, concise and accurate communication may be defined as good language. Whatever language fails to communicate clearly or leads to ambiguity and obscurity may, generally speaking, be defined as bad language.⁴

Although there has been considerable emphasis on eliminating "red tape", and personalizing communication

¹Ibid.

²Strauss and Sayles, op. cit., p. 235.

³St. John, op. cit., p. 33.

⁴Ibid., p. 36.

through the use of verbal communication, the written form is still essential. "Those messages that are complex, that are quite important, that are of long-term significance, or that affect several persons are customarily written."¹

Written Communication

Written communication should be as intelligible and readable as possible. Rudolf Flesch, one of the most foremost proponents of simple, clear, direct writing and speaking, urges "that multisyllable erudite words be avoided, that lengthy sentences be broken down into more manageable units, and that metaphors, irony and other indirect devices be shunned."²

Keith Davis suggests the following guides to readable writing:

1. Use simple words and phrases, such as "improve" instead of "ameliorate", and "like" instead of "in a matter similar to that of".
2. Use short and familiar words, such as "darken" instead of "obfuscate".
3. Use personal pronouns, such as "you" and "he", if the style permits.
4. Use illustrations, examples, and charts. These techniques are even better when they are tied to the reader's experience.
5. Use short sentences and paragraphs. Big words and thick reports may look impressive to people, but the manager's job is to inform people, not impress them.
6. Use active verbs, such as "the manager said..." rather than "It was said by the manager that...".

¹Chruden and Sherman, op. cit., p. 329.

²Rudolf Flesch, The Art of Plain Talk (New York: Harper and Row, 1946), p. 205.

7. Economize on adjectives and language flourishes.
8. Arrange thoughts in logical, direct style--avoid "blunderbuss writing". A blunderbuss word or idea scatters meaning over a wide area. It is difficult to get the intended idea from blunderbuss writing.
9. Make every word work for you--avoid "deadhead words".¹ A deadhead word in a sentence adds nothing to it.

The task of writing is demanding because the writer often has difficulty in conveying his thoughts exclusively through words. The prime element in writing effectively is to have something to say and to be able to express it simply yet powerfully. St. John makes the following recommendations for improving one's writing:

1. Style of writing is both clear and interesting.
2. Right word is used in the right place.
3. Desired reaction is obtained from the reader.
4. Audience is continually kept in mind (emphasizes the you).
5. Wording is concise (irrelevant words and thoughts omitted).
6. Language used is forceful and convincing.
7. Structure and language are correct grammatically.
8. Complete ideas are presented in proper sequence.
9. Style is lively and expressive.
10. Thoughts expressed are specific and concrete.
11. Simple and uncomplicated expression.
12. Sentences and paragraphs are short.
13. Wording is familiar and easily understood.
14. Ideas flow smoothly and transitions are orderly.
15. Clarifies and supports ideas effectively through example.
16. Content consistent with and appropriate to the goal.
17. Positive and human in tone (personalized).
18. Language is natural to and sounds like the writer.²

In writing, the writer should ask the following questions:

¹Davis, op. cit., p. 393.

²St. John, op. cit., p. 58.

1. Will the reader understand?
2. How much does the reader know about the situation?
3. What purpose does the message serve for the reader?
4. Is the material sufficiently clear and complete to serve the purpose?¹

Some of the common problems to avoid when writing include:

1. Unclear thinking and presentation.
2. Unorganized and non-sequential ideas.
3. Long, rambling sentences and paragraphs.
4. Cold and non-personal in tone.
5. Imprecise and "sloppy" word choice.
6. Objective or writing obscure or unknown.²

Listening

Listening in order to know what and how to communicate is often as important as speaking and writing. Yet ". . . the most neglected avenue of communication is listening."³ Most of us feel that we are good listeners, but this usually means that we can remain passive and silent while the other person talks. Listening, however, is not a passive process; it requires action. One authority says:

. . . Figuratively or literally, too many of us 'sit back and listen'. This attitude may work well for music, but we need to 'sit up and listen' when we're trying to take part in communication. A good listener's mind is alert; his face and posture usually reflect this fact. He may further show his interest by questions and comments which encourage the speaker to express his ideas fully. . .⁴

¹Ibid.

²Ibid.

³Chruden and Sherman, op. cit., p. 328.

⁴Lydia Strong, Effective Communication on the Job (New York: American Management Association, 1956), p. 26.

It is only through this type of listening, active listening, that understanding, the purpose of all communication, may be achieved. We must listen carefully if we are to discover what a person is trying to say. There is a hidden content in many communications that can only be inferred by the listener. "This underlying element is frequently referred to as the latent content as distinct from the manifest content."¹

Although the listener should keep his imagination in check, he should try to go beyond the logical verbal meaning where there is some evidence that emotional feeling is involved. "Most communications are in fact a combination of fact and feeling."²

The point is that the words used by a speaker may not be very informative until there is the opportunity to question him on what he really means in terms of actual observable behavior. The listener must try to get back to the referents of the speaker and to avoid the easy assumption that both people are attaching the same meaning to abstract words.³

Listening carefully is a demanding task and a responsibility. Its importance has been stressed by many

¹Strauss and Sayles, op. cit., p. 234.

²Ibid.

³Ibid.

people. Keith Davis, for example, utilizes humor to emphasize the importance of listening when he said, "Nature gave man two ears but only one tongue, which is a gentle hint that he should listen more than he talks."¹

Nevertheless, Ralph G. Nichols and Leonard A. Stevens declared that "we listen at approximately a 25 per cent level of efficiency."² They stated that their studies caused them to believe that the "average" person, even immediately after he has listened to someone talk, remembers only about half of what he heard, "no matter how carefully he thought he had listened."³

Savage states that "the problems involved in listening are manifold. There are no simple solutions to any of them."⁴ He presents the following as examples of the problems encountered:

1. The tendency of some administrators to monopolize any conversation in which they are involved.

2. The great difference between the speed of thought and the speed of speech. Typically, a person speaks at the rate of approximately 125 words per minute.⁵ On the other

¹Davis, op. cit., p. 360.

²Ralph G. Nichols and Leonard A. Stevens, Are You Listening (New York: McGraw-Hill Book Company, 1957), p. ix.

³Ibid., p. 5.

⁴Savage, op. cit., p. 382.

⁵Davis, op. cit., p. 240; see also Nichols and Stevens, op. cit., p. 78.

hand, the human brain with its billions of cells permits thoughts to race along at a rate that is from three to five times faster.¹ As a result, a listener must use all of his power of concentration if he is to avoid the distraction that his thought processes provide.

3. Preoccupation with administrative or personal problems.

4. Emotional blocks,² such blocks or impediments to effective listening having a variety of forms.

5. Lack of experience in listening to an expression of feelings as opposed to an expression of ideas. As Maier said, "It is difficult to pay attention to feelings when we are used to paying attention to ideas."³

"Listening is a communicative art which must be practiced, developed and polished."⁴ Listening involves an auditory reception, concentration, and perception of the feelings or emotions of the speaker and comprehension of the message. "It involves far more than merely hearing and politely looking at the speaker with seeming interest."⁵

¹Ibid.

²Daniel E. Griffiths, Human Relations in School Administration (New York: Appleton-Century-Crofts, 1956), pp. 87-92.

³Norman R. F. Maier, Principles of Human Relations (New York: John Wiley and Sons, Inc., 1952), p. 39.

⁴St. John, op. cit., p. 57.

⁵Ibid.

Skilled listeners not only concentrate on spoken words, but also on the behavior of the communicator. Skilled listeners also try to understand the other person's viewpoint. Skilled listeners listen for key ideas and attempt to place them in an organized pattern.¹

Hearing is with the ears, but listening is with the mind. Listening is most effective for understanding general ideas of short-term operating problems. It is not effective for receipt and storage of many factual details; here we depend upon the written word.²

Alfred M. Cooper has found that the amount of time a manager spends listening depends on the requirements of his job and his own personality. He reported that "higher managers spend a substantial part of their communication time listening. They listened 45 per cent of their time, talked 30 per cent, read 16 per cent, and wrote 9 per cent."³ However a study of plant foremen in job-lot manufacturing showed that they listened only one-third as much as they talked, and foremen of continuous-production operations listened even less.⁴

¹Ibid.

²Davis, op. cit., p. 393.

³Alfred M. Cooper, "The Art of Good Listening," Manage, 1959, p. 27.

⁴John N. Yanouzas, "A Comparative Study of Work Organization and Supervisory Behavior," Human Organization, Fall, 1964, p. 248.

Newman and Summer offer the following guides for listening:

1. Listen patiently to what the other person has to say, even though you may believe it is wrong or irrelevant. Indicate simple acceptance (not necessarily agreement) by nodding, lighting your pipe, or perhaps interjecting an occasional 'Um-hm' or 'I see'.
2. Try to understand the feeling the person is expressing, as well as the intellectual content. Most of us have difficulty talking clearly about our feelings, so careful attention is required.
3. Restate the person's feeling, briefly but accurately. At this stage, you simply serve as a mirror, and encourage the other person to continue talking. Occasionally make summary responses such as 'You think you're in a dead-end job', or 'You feel the manager is playing favorites', but in doing so, keep your tone neutral and try not to lead the person to your pet conclusions.
4. Allow time for the discussion to continue without interruption, and try to separate the conversation from more official communication of company plans. That is, do not make the conversation any more 'authoritative' than it already is by virtue of your position in the organization.
5. Avoid direct questions and arguments about facts; refrain from saying, 'That just is not so,' 'Hold on a minute, let's look at the facts,' or 'Prove it'. You may want to review evidence later, but a review is irrelevant to how the person feels now.
6. When the other person does touch on a point you do want to know more about, simply repeat his statement as a question. For instance, if he remarks, 'Nobody can break even on his expense account,' you can probe by replying, 'You say no one breaks even on expenses?' With this encouragement he will probably expand on his previous statement.
7. Listen for what is not said--evasions of pertinent points or perhaps too-ready agreement with common cliches. Such an omission may be a clue to a bothersome fact the person wishes were not true.
8. If the other person appears genuinely to want your viewpoint, be honest in your reply. But in the listening stage, try to limit the expression of your views since these may condition or repress what the other person says.
9. Don't get emotionally involved yourself. Try simply to understand first, and defer evaluation until later.¹

¹Newman and Summer, op. cit., p. 522.

A great deal of practice and self-awareness is needed by most managers before they can follow these guides for listening. Much of the time a manager has to assume a positive, self-confident role, making decisions and giving orders. "Clearly empathetic listening calls for a sharp change in pace."¹

Walter D. St. John, writing in A Guide To Effective Communication, suggests the following attitudes for the listener:

1. Shows consideration and appreciates the speaker.
2. Attempts to view things from the speaker's viewpoint.
3. Is empathetic.
4. Gives speaker full attention and concentration.
5. Is objective.
6. Strives to listen to understand, not to refute.
7. Wants to hear about new things and is receptive to them (desires to grow).
8. Recognizes his prejudices and adjusts accordingly.²

In addition to these attitudes, St. John enumerates the following techniques as those used by the good listener:

1. Listens for main ideas (doesn't get lost in details).
2. Develops genuine interest in speaker and presentation.
3. Listens sincerely and with desire to be fair.
4. Opens his mind and resists temptation to resist opposing ideas.
5. Puts speaker at ease and assists him to speak comfortably.
6. Develops attitude of wanting to listen (not reluctantly done).
7. Becomes other person centered.
8. Restates and reviews main points made periodically.
9. Forgets differences in status, rank, seniority, etc.

¹Ibid., p. 523.

²St. John, op. cit., pp. 57-58.

10. Avoids unnecessary interruptions and jumping to conclusions.
11. Accepts and respects right of the speaker to have opposing views.
12. Asks relevant and penetrating questions.
13. Attempts to relate material presented to purpose of the speech or motivations of the speaker.
14. Analyzes his listening weaknesses periodically and works to overcome them.¹

Keith Davis has suggested "Ten Commandments for Good Listening":

1. Stop talking!
You cannot listen if you are talking. 'Give every man thine ear; but few thy voice' (Hamlet)
2. Put the talker at ease.
Help him feel that he is free to talk. This is often called a permissive environment.
3. Show him that you want to listen.
Look and act interested. Do not read your mail while he talks. Listen to understand rather than oppose.
4. Remove distractions.
Don't doodle, tap, or shuffle papers. Will it be quieter if you shut the door?
5. Empathize with him.
Try to put yourself in his place so that you can see his point of view.
6. Be patient.
Allow plenty of time. Do not interrupt him. Don't start for the door or walk away.
7. Hold your temper.
An angry man gets the wrong meaning from words.
8. Go easy on argument and criticism.
This puts him on the defensive. He may 'clam up' or get angry.
9. Ask questions.
This encourages him and shows you are listening. It helps to develop points further.
10. Stop talking!
This is first and last, because all other commandments depend on it. You just can't do a good listening job while you are talking.²

¹Ibid.

²Davis, op. cit., p. 396.

Behavior

Speaking, writing and listening are recognized as the common ways in which communication takes place. More important than these, however, is action or inaction. Employees are primarily influenced not by what management says, but by what it does. In fact, every behavior of a superior has some influence on the subordinates who observe it. The interpretation that is given to the behavior will vary according to the individual viewers.

. . . Nevertheless, there will be meaning attached to whatever action a superior takes, even if it be nothing more than a smile, closing his office door, or patting an employee on the back. Similarly, the superior assigns meaning to the non-verbal behavior of his subordinates.¹

"One of the best ways an executive can give meaning to a message is to behave himself as he asks others to do."² Subordinates sense quickly the presence, or lack, of consistency in their boss' words, spirit, and action. "In fact, subtle feelings and values may be conveyed better by example than by words, although there is no reason for not using both."³ The poet Emerson put it this way: "What you are stands over you the while, and thunders so that I cannot hear what you say to the contrary."⁴

¹Chruden and Sherman, op. cit., p. 329.

²Newman and Summer, op. cit., p. 526.

³Ibid., p. 527.

⁴Ralph Waldo Emerson, Letters and Social Aims (Boston: Houghton Mifflin Company, 1904), p. 96.

The school administrator or supervisor often does not realize that the image he has created may be a deterrent to his communication with teachers. "The image he creates in the minds of others is a determinant of the success he has in communicating."¹

The terms "intentional" and "unintentional" designate two different types of communication. The first term, of course, refers to the type generally considered in discussions of the communication process. It is an attempt to deliberately transmit information, ideas, or attitudes.²

All communication is not intentional. In other words, much of it is not a conscious effort on the part of an individual or group to transmit anything; it is unintentional.³ As Edward T. Hall said, "We must never assume that we are fully aware of what we communicate to someone else."⁴ Unfortunately, but realistically, the unintentional communication frequently is harmful to the intentional.

The perception that a person holds for another's personality connotes communication. The complexity of this factor alone is astounding. Orrin D. Wardle, for example,

¹Misner, Schneider and Keith, op. cit., p. 376.

²Savage, op. cit., p. 304.

³Ibid., p. 305.

⁴Edward T. Hall, The Silent Language (Garden City, New York: Doubleday and Company, Inc., 1959), p. 52.

referred to Oliver Wendell Holmes' idea that "when two people converse there are six personalities involved."¹ In the case of each individual, there is:

1. The person as he actually is.
2. The person he believes himself to be.
3. The person as perceived by the other individual participating in the conversation.²

"Frequently, there are significant differences among these three personalities."³

Behavior is such an important aspect of unintentional communication that its influence should be emphasized.

Andrew W. Halpin used the term "muted language" in stressing the communicative power of behavior. He defined it as the "language of eyes and hands, of gesture, of time and status symbols, of unconscious slips which betray the very words we use."⁴ He emphasized that "man communicates to his fellow man with his entire body and with all his behavior."⁵ Body language, or silent language can include any non-reflexive or reflexive movement of a part, or all of the body, used by a person to communicate an emotional message to the outside world.⁶

¹Orrin D. Wardle, "Forgive Me--You Didn't Understand," Educational Administration and Supervision, XLIV (November, 1958), 357-365.

²Ibid.

³Ibid.

⁴Andrew W. Halpin, "Muted Language," School Review, LXVIII (Spring, 1960), 85.

⁵Ibid.

⁶Julis Fast, Body Language (New York: Simon and Schuster, Inc., 1971), p. 2.

Words by themselves are suspect. Employees are more likely to accept new propositions when they observe an actual change in behavior or participate themselves in the process of change.¹ The consistent reinforcement of verbal announcements by action increases the likelihood that the communication will be accepted.² Once management has acquired a reputation for accuracy and reliability in its communications, it can do a more effective job of communicating information on new problems.³

Two significant points about action are often overlooked. One point is that failure to act is an important way of communicating. "Since we communicate both by action and lack of action, we communicate almost all the time at work, whether we intend to or not."⁴ Daniel Griffiths writes that "prominent among possible solutions to a problem is the decision to do nothing. This is as much of a decision as is any other."⁵

St. John writes, "Silence can communicate very effectively. Feelings and emotions sometimes are transmitted

¹Strauss and Sayles, op. cit., p. 239.

²Ibid.

³Ibid., p. 240.

⁴Davis, op. cit., p. 391.

⁵Daniel E. Griffiths, Administrative Theory (New York: Appleton, Century, Crofts, Inc., 1959), p. 104.

better non-verbally. Silence can demonstrate interest and it can show genuine concern."¹ "In all communication situations, and among all communicators, there is a time to talk (to express yourself) and there is an equally important time to listen (to remain silent)."²

Communication is one of the essential elements in leading. Both facts and feelings need to be transmitted between a leader and each of his subordinates. And for this purpose, an executive must listen emphatically to his subordinates and convey real meaning by his own words and actions. In a superficial sense, these are techniques. Far more significant than techniques, however, is the kind of relationship developed. Mutual understanding, mutual respect, confidence and trust that permits frank discussions of personal feelings and problems, integrity in matching action with words--all these reflect leadership at its best. One may not achieve such two way personal communication with all our subordinates all the time, but an individual's effectiveness as a leader will be enhanced to the extent that there is success in doing so.

The life of an organization is found in the people who occupy the positions and in the communication that they have with one another. If there is a free flow of information

¹St. John, op. cit., p. 50.

²Ibid.

and attitudes from one person to another and from one level to another in the organizational hierarchy, the organization will most likely be strong and productive. If, on the other hand, communication is blocked at many points and information and attitudes fall on "deaf ears", the whole structure may be nothing more than a hollow shell pictured by names in boxes on an organizational chart. The chart has meaning only when the persons occupying the positions are able to interact successfully with one another in the accomplishment of the organizational objectives.

The review of literature presents a communicator with a view of the multitude of components and concerns that make up the communicative act. Chapter 3 presents the data collected by the author in a survey of existing communication systems in selected school districts in the State of Iowa.

Chapter 3

PRESENTATION OF DATA

In today's organizations, and even in today's society, there are increasing communication problems and demands for the improvement of personal and organizational communication. Effective administration and management of these organizations requires thoughtful planning and preparation.

Frequently, communication is left to chance or is assumed to have occurred. Planning for communication, therefore, becomes a necessary part of the administrative process. Careful thought and consideration should be given to the development of effective communication systems within the modern organization.

One of the purposes of this study was to survey and describe the communication systems in existence in selected school districts in the State of Iowa.

Through data gathered by the Iowa Center for Research in School Administration, The University of Iowa, and presented in the Financial Accounting Technique Report (Project FACT 1973), school districts with enrollments in excess of 4,000 students were identified. This constituted the sample group. Table 1 indicates the school districts and

their reported enrollments.

Table 1

Iowa School Districts With Enrollments
of More Than 4,000 Students
1973-1974 School Year

School District	Reported Enrollment
Des Moines	42,070
Davenport	23,470
Cedar Rapids	23,444
Waterloo	17,351
Sioux City	17,267
Council Bluffs	13,697
Dubuque	12,481
Iowa City	9,127
Burlington	7,260
Ottumwa	7,256
Clinton	7,098
Fort Dodge	6,992
Marshalltown	6,817
Mason City	6,703
Muscatine	6,590
West Des Moines	6,521
Cedar Falls	6,451
Ames	5,823
Bettendorf	5,711
Newton	4,825

The survey instrument (Appendix B) was mailed to the Superintendent of Schools of the sample districts. Table 2 presents the position of the respondent to the survey. Over one-half of the respondents, 70 per cent, were Superintendents. Central office personnel completed the survey in the remaining 30 per cent of the responses.

Table 2
Position of Respondent
to Survey Instrument

Position	Number	Percentage
Superintendent	14	70
Director of Elementary Education	2	10
Director of Personnel	1	5
Administrative Assistant for Information	1	5
Director of School-Community Relations	1	5
Secretary to the Superintendent	1	5
TOTALS	20	100

SCHOOL BOARD

Section I of the survey instrument dealt with communication systems that involve the Board of Education. Table 3 displays the responses of the twenty largest school districts in the State of Iowa to a question identifying components of a communication system utilized by the School Board.

Of the school districts studied, 90 per cent did not include a line item in their budget specifically entitled "Communication System". This may have been due, in part, to the financial limitations placed upon districts under the present school finance laws of Iowa.

All of the districts reported that their school board held open forum meetings. This would seem to indicate

Table 3

The Responses of the Twenty Largest Iowa School Districts
to a Questionnaire Identifying Some Components of a
Communication System Utilized by the School Board

Item	Yes		No	
	No.	%	No.	%
1. Is there a line item in the budget entitled "Communication System"?	2	10	18	90
2. Does the school board hold open forum meetings?	20	100	0	0
3. Does the school board publish a regular newsletter?	7	35	13	65
4. Is a public relations specialist employed by the district?	2	10	18	90
5. Is the organizational chart of the district viewed as structuring the lines of communication?	18	90	2	10
6. Are agendas made public and available to visitors?	19	95	1	5
7. Are job descriptions available for:				
a. Superintendent	20	100	0	0
b. Assistant Superintendent	18	90	2	10
c. Building Administrators	20	100	0	0
d. Teachers	10	50	10	50
8. Does the school board publish a general information report exclusive of the budgetary report?	5	25	15	75
9. Place a check (✓) by the media utilized in communication within the past six months:				
a. Newspapers	20	100	0	0
b. Newsletters	17	85	3	15
c. Television	11	55	9	45
d. Pictures and slides	11	55	9	45
e. Handbooks	17	85	3	15
f. Memos	16	80	4	20
g. Printed policy statements	12	60	8	40
h. Annual reports	9	45	11	55
i. Information mailings	17	85	3	15
j. Manuals	11	55	9	45
k. Bulletin boards	12	60	8	40
l. Tape recordings	7	35	13	65
m. Speeches	18	90	2	10
n. Radio	17	85	3	15
o. Telephone	14	70	6	30
p. Attitude and morale studies	7	35	13	65
q. Orientation materials	12	60	8	40
r. Letters	16	80	4	20
s. Telegrams	0	0	20	100
t. Motion pictures	2	10	18	90
u. Film strips	6	30	14	70
v. Billboards	1	5	19	95

that input from the community to the board was desired. However, it could also be interpreted to indicate that the concept of a "forum" meeting was confused with the legal requirements for school districts to hold "open" meetings. It was interesting to note that only 35 per cent of the districts published a regular newsletter highlighting board action.

Data in Table 3 showed that only 2 of the districts, or 10 per cent, reported that a public relations specialist was employed. Again this may be due, in part, to the financial limitations placed upon public education today in the State of Iowa.

The formal lines of communication were viewed as being structured by the organizational chart in 18 of the 20 districts, or 90 per cent. In only 1 district, or 5 per cent, were agendas of the board meetings not made public and available to visitors.

All of the districts, 100 per cent, had job descriptions available for the Superintendent and for building administrators. Assistant Superintendents were not in the organizational structure of 4, or 20 per cent, of the districts. Of those 4 districts, 2 districts did not have job descriptions available for the position of Assistant Superintendent. Fifty per cent of the reporting districts did not have job descriptions available for teachers.

School districts in the State of Iowa are required

by the School Laws of Iowa, Chapter 24, to publicize the requirements of the local budget. Furthermore, Chapter 279, Sections 279.32 and 279.33, require the annual publication of a financial statement. Table 3 of this study shows that only 25 per cent, or 5 of the reporting districts published a general information report for the constituents exclusive of these budgetary publications.

The media available to a school district for presenting information to the public was varied. Table 3 indicates that within the past six months, these districts had utilized many different types of media in their communication with patrons. Newspapers were utilized by 100 per cent of the districts, while speeches were used by 90 per cent. Newsletters, handbooks, information mailings and radio were reported as being used by 17 districts, or 85 per cent. In 80 per cent of the districts, communication was attempted through the use of memos and letters. The use of the telephone for communicating was reported in 70 per cent of the districts. Printed statements of policy, bulletin boards, and orientation materials were used in 60 per cent of the sample districts. Television, perhaps the most rapid and far-reaching type of media available to schools today, was reportedly used by 55 per cent of the districts within the past six months. Pictures and slides and manuals were also reported as being utilized by 11 districts, or 55 per cent.

Less than one-half of the districts reported the use of annual reports (45 per cent), tape recordings and attitude and morale surveys (35 per cent), film strips (30 per cent), or motion pictures (10 per cent). Only 5 per cent of the districts reported the use of billboards within the past one-half year. Telegrams, as a means of communication, were not used by any of the reporting districts within the specified time limit.

ADMINISTRATIVE RELATIONSHIPS

Section II of the survey studied the communication within the administrative organization and administrative relationships. Table 4 on page 71 presents the responses of the twenty largest school districts in the State of Iowa to a questionnaire identifying some components of a communication system utilized in administrative relationships.

Table 4 indicates that 100 per cent of the districts held regular administrative team meetings between the superintendent and other administrators.

The opportunity for face-to-face communication between building administrators and the school board appeared to be limited. Building principals made regular oral reports to the school board in only 5, or 25 per cent, of the districts sampled. It is interesting to note that 100 per cent of the districts did report that building principals were invited to contribute alternatives in decision-making.

Table 4

The Responses of the Twenty Largest Iowa School Districts to a Questionnaire Identifying Some Components of a Communication System Utilized in Administrative Relationships

Item	Yes		No	
	No.	%	No.	%
1. Are regular administrative team meetings held between the superintendent and other administrators?	20	100	0	0
2. Do building principals make regular oral reports to the school board?	5	25	15	75
3. Do building principals prepare and send out weekly or regular newsletters to the homes of their students?	18	90	2	10
4. Are building principals invited to contribute alternatives in the decision making process?	20	100	0	0
5. Are various departmental and grade level meetings held on a regular basis?	19	95	1	5
6. Are faculty advisory council type meetings held on a regular basis?	19	95	1	5
7. Does school district policy tend to minimize status differences between elementary and secondary principals?	19	95	1	5

In 18, or 90 per cent, of the districts the building principals were involved in the communication process through the preparation of weekly or regular newsletters sent to the homes of their students. These regular bulletins form an important communication link between the home and the school.

Inter-departmental or inter-grade communication was promoted in 95 per cent of the districts through regular departmental or grade level meetings. Faculty advisory council type meetings were held on a regular basis in 19, or 95 per cent, of the reporting districts.

School district policy tended to minimize status differences between elementary and secondary principals in 95 per cent of the districts reporting. In 1 district it was reported that the established policy did not tend to minimize status differences between the elementary and secondary level principals.

DISTRICT EMPLOYEES

Section III of the survey instrument was designed to review certain aspects of communication involving district employees. Table 5 displays the responses of the twenty largest school districts in Iowa to a question identifying some components of a communication system utilized in communicating with district employees.

Communicating with the non-certified employees of a school district was as imperative to effective management as communication with the public and certified staff members. This was recognized by 90 per cent of the sample districts.

Feedback to communicative attempts is imperative in order to determine the effectiveness of these endeavors. One aspect of feedback in an organizational institution,

Table 5

The Responses of the Twenty Largest Iowa School Districts to a Questionnaire Identifying Some Components of a Communication System Utilized With District Employees

Item	Yes		No	
	No.	%	No.	%
1. Are there publicized channels of communication with non-certified staff members as well as certified staff?	18	90	2	10
2. Is the flow of communication "upward" solicited?	19	95	1	5
3. Are meetings for the exchange of information with district employees held:				
a. During the school day	17	85	3	15
b. At other times	16	80	4	20
4. Are there locally prepared and publicized grievance procedures for the use of district employees?	16	80	4	20
5. Is evaluation of certified employees conducted annually? (If "Yes", please check the procedure utilized)	19	95	1	5
a. Written evaluations	0	0		
b. Conferences	0	0		
c. Both	19	95		
6. Is evaluation of non-certified employees conducted annually? (If "Yes", please check the procedure utilized)	10	50	10	50
a. Written evaluations	0	0		
b. Conferences	2	10		
c. Both	8	40		

such as a school system, is "upward" communication. In a bureaucratic organization, there appears a tendency to have "upward" communication inhibited by the formalized line and staff structure. This limitation on "upward" communication

was recognized by 95 per cent of the sample districts as reflected by their reporting that they solicit "upward" communication.

Meetings for the exchange of information with district employees were held at varying times in the districts surveyed. As shown in Table 5, 85 per cent of the districts reported holding meetings during the school day. Informational meetings were held at other times in addition to during the school day in 80 per cent of the districts. All of the districts held such informational meetings at one time or another, while it was reported that 3 districts, or 15 per cent, did not hold them during the school day.

Grievance procedures were frequently not perceived as a means of communication. Furthermore, the publication of such procedures was not always accomplished. As reported in this study, 20 per cent of the surveyed school districts did not have locally prepared and publicized grievance procedures for the use of district employees.

Evaluation of certified employees was conducted annually in 95 per cent of the districts studied. Both written evaluations and conferences were the methods of evaluation utilized. It is worthy to note that 1 district did not report conducting an annual evaluation of their certified employees.

Non-certified employees play a significant role in any educational organization. Their duties facilitate the

actual instructional process performed by certified personnel. In 50 per cent of the districts surveyed there was no annual evaluation of the non-certified employees' performance. In the districts conducting annual evaluations of their non-certified employees, 2, or 10 per cent, utilized conferences only while 8, or 40 per cent, utilized both written evaluations and conferences.

SCHOOL PATRONS AND COMMUNITY

Section IV of the survey instrument concerned the area of communication with school patrons and the community. It appeared from the results of this study that this aspect of a communication system received much emphasis in the sample school districts. The responses of the twenty largest school districts in the State of Iowa to a question identifying some components of a communication system utilized in communicating with school patrons and community are reported in Table 6.

In 20 per cent of the districts surveyed, there were no established appeal procedures for parents to question decisions made by school personnel.

Reporting pupil progress was viewed as a means of communication in 95 per cent of the districts. Copies of school rules and regulations were provided to parents in 90 per cent of the districts, as were copies of extra-curricular schedules.

Table 6

76

The Responses of the Twenty Largest Iowa School Districts to a Questionnaire Identifying Some Components of a Communication System Utilized With School Patrons and the Community

Item	Yes		No	
	No.	%	No.	%
1. Are there established appeal procedures for parents?	16	80	4	20
2. Do school personnel view the procedure of reporting pupil progress as a means of communication?	19	95	1	5
3. Are school rules and regulations provided to parents?	18	90	2	10
4. Are extra-curricular schedules made available to the community?	18	90	2	10
5. Does the district policy permit the use of school facilities by community groups? (If "Yes", under what conditions is the facility available?):	20	100	0	0
a. Without charge	1	5		
b. With fee	1	5		
c. With fee dependent on group	18	90		
6. In which of the following ways are parents involved in school activities?				
a. Volunteer Aide program	19	95		
b. Class sponsors	4	20		
c. Activity leaders	6	30		
d. Booster clubs	20	100		

All of the districts reporting indicated that their district policy promoted the use of school facilities by community groups. The majority of the districts, 90 per cent, provided these facilities to the community with a fee dependent upon the group requesting the use.

Table 6 displays the extent of parental involvement in school activities in a limited amount of programs.

Volunteer aide programs were utilized in 95 per cent of the districts. Parents were involved as class sponsors in 20 per cent of the districts, and as activity leaders in 30 per cent of the reporting districts. Booster clubs were reported in 100 per cent of the school districts sampled.

STUDENTS

Communication channels available to students were the focus of study in Section V of the survey. The returns indicated that a number of districts did not appear to place an emphasis upon this type of communication. Table 7 on page 78 displays the responses of the twenty largest school districts in Iowa to questions identifying some components of a communication system for communicating with students.

A regularly published student newspaper was prepared in 100 per cent of the districts. In 12 of the sample school districts a regularly published student newspaper was prepared only at the secondary level, while in 40 per cent of the districts there were student newspapers regularly published at both the secondary and elementary level. None of the districts reported a regularly published student newspaper at the elementary level only.

School activities are a medium of communication with the public. Opinions of the school district are formed as these activities are evaluated by the observer. The role displayed by the student participant in these activities

Table 7

The Responses of the Twenty Largest Iowa School Districts to a Questionnaire Identifying Some Components of a Communication System Utilized With Students

Item	Yes		No	
	No.	%	No.	%
1. Is there a regularly published student newspaper? (If "Yes", at what levels?):	20	100	0	0
a. Elementary	0	0		
b. Secondary	12	60		
c. Both	8	40		
2. Is there an established procedure for students to be reminded of the role they play in communicating with the public when participating in school related activities?	13	65	7	35
3. Is there a standard procedure for the appeal of administrative decisions by students? (If "Yes", are all students informed of the appeal procedures?)	15	75	5	25
	13	65	2	10

influences the evaluative procedure. Still, 5, or 25 per cent of the school districts sampled, did not have an established procedure for students to be reminded of the role they play in communicating with the public when participating in school activities.

Students did have a standard procedure for the appeal of administrative decisions in 75 per cent of the districts included in the study. These appeal procedures were reported as being communicated to all of the students in 65 per cent of the districts.

LEGAL REQUIREMENTS

A part of this study was a review of the presence of legal requirements for internal and/or external communication for school districts in the State of Iowa. Toward the accomplishment of this task, the author reviewed the contents of the School Laws of Iowa. The exhibits of this survey are displayed in the Appendix (Appendix C).

The School Laws of Iowa encompass actions of both internal and external communication. Internal communications may be defined as those dealing with local school district employees, while external communication involves actions with residents or patrons of a local school district.

The internal communication with district employees as required by the School Laws of Iowa is quite limited in scope and quantity. Specifically, it deals with teachers only. Section 279.13 establishes the rules and regulations for contracts with teachers, automatic continuation and exchange of teachers. Section 279.24 states the duties of the School Board in the discharge of a teacher.

In the opinion of this writer, the requirements for external communication with residents or patrons of a local school district as defined by the School Laws of Iowa are more comprehensive than the required internal communication. Yet, the requirements for external communication are also not numerous.

Chapter 24, Section 24.9, requires the filing of an estimated budget and notice of a public hearing for the purpose of public examination. This may be accomplished in municipalities of less than two hundred population by posting such notice in three public places in the district. For all other districts, such notice must appear in a newspaper.

Chapter 28A, Official Meetings Open to Public, defines such meetings, provides rules of conduct and stipulates the conditions under which closed sessions may be conducted. Furthermore, it requires public notice and the filing of minutes of such meetings.

Every citizen shall have the right to examine all public records and to copy such records, and the news media may publish such records as provided in Chapter 68A, Section 68A.2.

The guidelines for the authorization and sale of public bonds are presented in Chapter 75. Section 75.2 sets down the requirements for the notice of sale of such bonds.

Public hearings regarding the reorganization of school districts are discussed in Chapter 275, Section 275.4.

Chapter 277, School Elections, Section 277.3, establishes the procedures for the notice of such elections. This includes the provision that in corporations where registration is not required and in which only one voting precinct has been established, said notice shall be posted by the secretary of the board in five public places in the

corporation.

The powers and duties of the directors of a local school district are presented in Chapter 279. Section 279.32 deals with the annual publication of a financial statement. Section 279.33 outlines the procedures for filing a financial statement by districts in which no newspaper is published.

Section 279.34, summary of warrents published, requires the insertion in a newspaper published in the district a summary of the proceedings of the school board pertaining to financial matters or expenses to the district for the previous quarter. However, payments to persons regularly employed by the school district for services regularly performed by them need be listed annually only.

Chapter 296, Section 296.4, requires school districts to publish once each week for four weeks in some newspaper published in the district, notice of an election for the purpose of indebtedness of school districts.

Before making a sale of schoolhouses or schoolhouse sites, a school board must advertise for bids for said property. The guidelines for publication of said bids are presented in Chapter 297, Section 297.23.

Chapter 618, Publication and Posting of Notices, requires the publication of matters of public importance. This may be accomplished through publication in local newspapers, or those having general circulation within a municipality.

SUMMARY

The data presented in this chapter were collected by the author through the use of a mail survey to selected school districts in the State of Iowa. The survey instrument identified the characteristics of the communication systems in the following segments of a school organization:

1. School Board
2. Administrative Relationships
3. District Employees
4. School Patrons and Community
5. Students

A review of the School Laws of Iowa was conducted by the author and the presence of or absence of legal requirements for internal and/or external communication for school districts is reported.

Chapter 4

A MODEL COMMUNICATION SYSTEM

One of the purposes of this study was to design a comprehensive model of a communication system that would have applicability to school districts of more than 4,000 students. On the basis of the information gathered in an extensive review of current literature dealing with communication and the data collected through a survey of selected school districts in the State of Iowa, a model communication system is proposed and presented in this chapter.

Basic to the development of a communication system is a definition of "communication". Communication is the conveying of an idea from one person to another. It involves: (1) a sender; (2) a message; (3) a medium of transmission; (4) a receiver; and (5) an effort. The specific purposes of any communication are:

1. To provide information and knowledge to the receiver.
2. To promote understanding.
3. To influence the receiver.
4. To obtain action.

The responsibility for achieving successful communication ultimately rests with the sender of the message. It

is essential that organizations, such as schools, recognize that effective communication involves a definite sequence of actions:

1. The initial step in communicating involves:
 - a. the perception of a situation by the sender.
 - b. the clarification of the sender's position in regard to the perceived situation.
 - c. the desire to communicate this position to others.
2. The second step in the communication process includes the identification of:
 - a. the purpose(s) of communicating.
 - b. the receiver(s) of the message.
 - c. the concepts to be transmitted.
 - d. the content of the message.
 - e. the media to be used.
3. The third step involves the introspective investigation of some of the intangible influences upon communication such as:
 - a. the background of the receiver and possible influence this might have upon the receiver's perception of the message transmitted.
 - b. the organizational climate that exists.
 - c. the timing of the transmission and receipt of the message.
 - d. the channel(s) of communication to be utilized.

4. The fourth step in communication is a key to evaluating the effectiveness of the message. This step involves the provision of channels for feedback to the sender from the receiver. Without such provision, communication may be assumed to have occurred when it hasn't, or inaccurate messages may have been received. The provision of response and feedback is vital to the communication process.

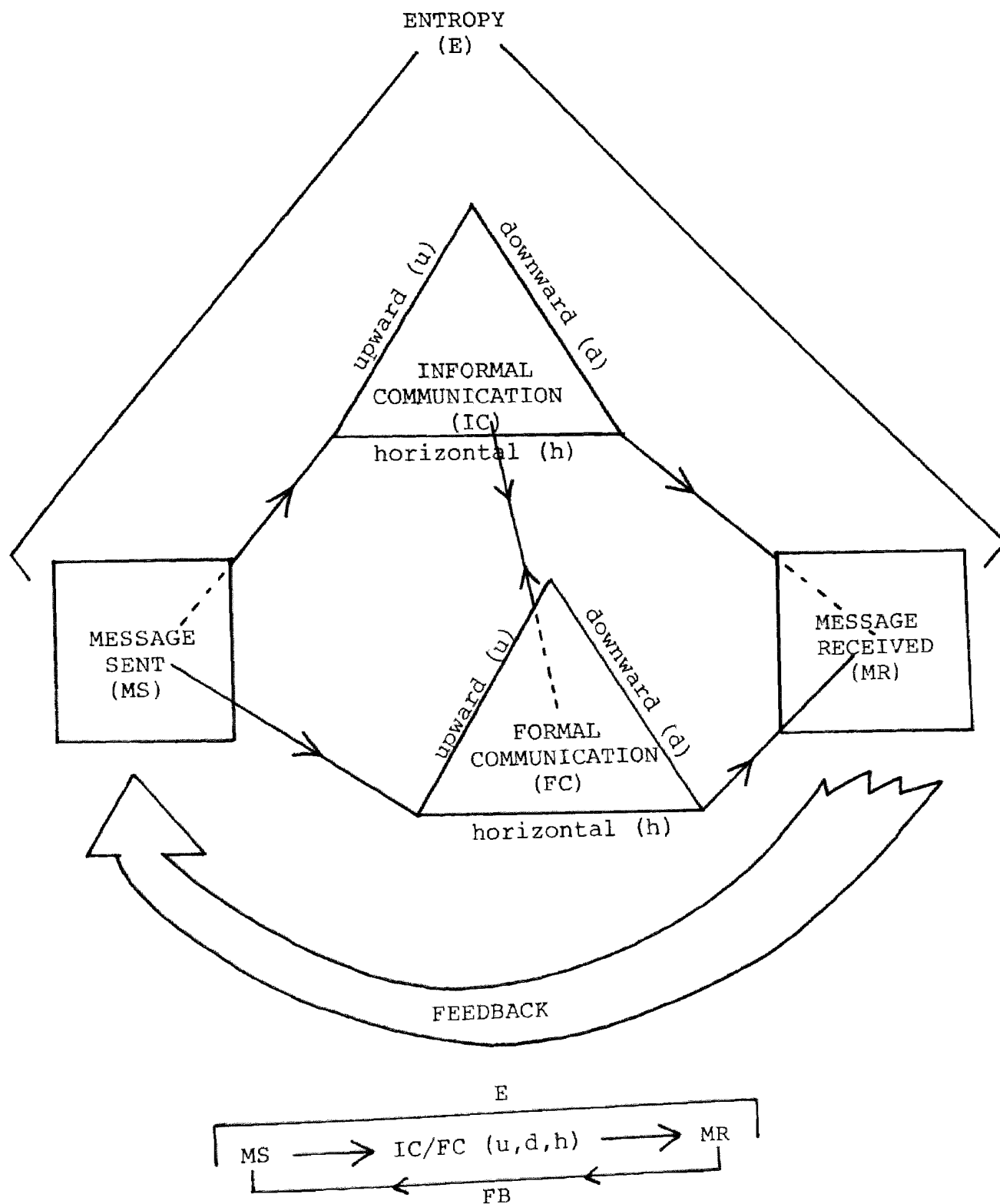
5. Finally, upon receipt of the message and clarification of its content through feedback, action must occur in order for the communication system to be functional. If action does not occur, communication has not taken place.

Encompassing the entire act of communicating is the obscure aspect of entropy. "Entropy is a measure of ignorance, disorder, disorganization, randomness, or chaos."¹ Entropy may be described as the "noise" that enters the communication system that hinders the receipt of an accurate message. In all organizations, including schools, entropy is present and must be recognized and compensated for through feedback and the development of a positive organizational climate.

On page 86 there appears a proposed communication paradigm. The components of the communication process as

¹Jerome Rothstein, Communication, Organization, and Science (Indian Hills, Colorado: Falcon's Wing Press, 1958), p. 34.

A PROPOSED COMMUNICATION PARADIGM



presented in this proposed paradigm are defined as follows:

- (E) Entropy - confusion in the communication process.
- (u) Upward communication - attempts by subordinates to communicate with superiors.
- (d) Downward communication - attempts by a superior to communicate with a subordinate.
- (h) Horizontal communication - the attempted exchange of information between persons of comparable rank, level or position.
- (IC) Informal channels of communication - unplanned or spontaneous channels of communication.
- (FC) Formal channels of communication - planned and organized channels of communication.
- (FB) Feedback - a response or reaction by the receiver to the sender of the message.

In this proposed paradigm, the message (MS) is formulated in the mind of the sender. Dependent upon a variety of factors, the sender will select a desired medium for communicating the message. Two avenues are available for communication, the formal (FC) and informal (IC) channels. The content of the message and desired response of the receiver will influence the choice of the channel of communication selected. In many instances, both channels will be utilized, either by choice or by demand of either the sender or the receiver. Within the formal and informal channels of communication, upward (u), downward (d), and

horizontal (h) transmission of messages may occur. In order to determine the accuracy of the content of the intended message, feedback (FB) is necessary to both the sender and the receiver. Finally, after traveling through the channels of communication, the message is received (MR). The sender of the message must be cognizant of the fact that entropy (E), i.e., noise or confusion in the communication process, imposes itself over all communication.

This proposed paradigm presents a directional flow of communication. The message sent and the message received are influenced by the form of the message and the function of the components of formal, informal, upward, downward and horizontal communication channels. Overlaying the entire act of communication is the component of entropy. Due to the interference and lack of efficiency in the function of the various components of communication, another message may need to be sent. The aspect of feedback allows the sender of the message to accurately evaluate the need for another message.

Based upon the synthesis of the review of literature and research dealing with the various components of the communication process, a paradigm of communication has been proposed. This paradigm presents the opportunity for further study by researchers regarding its validity in depicting the act of communication.

In the development of an effective communication

system, consideration must be given to organizational philosophy, goals and policy. Based upon the above, procedures must be developed which allow the achievement and maintenance of an efficient communication system.

In developing philosophy, goals and policy, the following are questions that relate to communication:

1. Are the objectives of communication clearly stated and understood?
2. What appear to be the communication needs of the district?
3. What communication channels presently exist and what communication channels need to be established?
4. What are the communication responsibilities of:
 - a. the School Board?
 - b. the Central Office personnel?
 - c. the building principals?
 - d. the teachers?
 - e. the non-certified employees?
5. What media are available, and what needed, for a communication system?
6. What is the organizational climate?
7. How can feedback in the communication process best be assured?
8. What means of evaluation will be utilized to determine the effectiveness of the communication system existing at the present time?

9. What means of evaluation will be utilized to determine the effectiveness of any communication system that might be initiated?

Thus, upon the determination of the district's goals and philosophy and answers to the questions posed above, a communication system may be designed.

Utilizing the communication model as proposed in this study, some suggestions are offered for improving communication in the following general categories:

1. Upward communication
2. Horizontal communication
3. Downward communication
4. Feedback

Upward Communication

Upward communication has been defined as being:

. . . primarily concerned with the expression of a subordinate's ideas, attitudes, and feelings about himself, his job, his performance, and his problems; about others; about organizational policies and practices; and similar matters that he perceives as being acceptable material to communicate to management.¹

Upward communication is a component of the concept of feedback to communication. However, it encompasses a broader aspect than simply the acknowledgement of receipt of an accurate message. Due to the hierarchical nature of a school organization, upward communication generally is in

¹Ibid., p. 24.

need of study and improvement. Some recommendations for improving upward communication within a school district are:

1. Superiors should actively encourage, support and solicit subordinate communication with both individuals and groups on an informal basis.

2. An "open door" policy must be established. This policy should be one in which the door is open for the superior to exit from his office in order to circulate among the staff. An "open door" policy which provides only for the staff to come into the superior's office is not effective of and by itself. The door must be open for the superior to go out as well as for the staff to come in. In cooperation with an "open door" policy, status differences must be minimized in order to promote upward communication.

3. A superior who delays or does not act upon subordinate communication inhibits such response. It is imperative that action be taken within a reasonable amount of time.

4. Concurrent with action is the existence of an atmosphere which displays receptiveness to suggestions and ideas of subordinates. This is best accomplished through the absence of threat and the presence of a non-judgmental attitude. It is one that encourages constructive criticisms and suggestions.

It is important for supervisors to recognize that relationships with others are dependent upon self-acceptance. It is imperative that a person accept, respect, and know himself before he can be accepting of others.

Horizontal Communication

Horizontal communication has been defined in this study as that which "involves personnel at approximately the same levels in the organizational structure."¹ In most organizations, the concept of horizontal communication is one that is neglected. This is perhaps due to the preoccupation in a hierarchical organization, such as a school, with the exchange of information vertically. Therefore, the following suggestions are offered as a means of improving horizontal communication:

1. Recognize the need and value of lateral communication channels.
2. Breakfast meetings or luncheon meetings have their social importance, but they are also significant stimulants to cross-communication. Other such informal gatherings contribute to this aspect of communicating.
3. In-service training programs for administrators or staff members with like duties and responsibilities provide opportunities for horizontal communication.
4. Staff members holding positions with equivalent job descriptions or responsibilities should be afforded the opportunity to hold meetings or conferences periodically among themselves.

¹Ibid.

Downward Communication

For the purposes of this study, downward communication was identified as that which "originates at any management level and is directed toward subordinate personnel."¹ Generally speaking, in the organizational structure such as followed by a school district, downward communication usually follows the line and staff organizational chart through the formal channels of communication. This can present some obstacles to effective communication that could be minimized by the following suggestions:

1. Recognize the need for humanizing and personalizing the downward flow of communication whenever possible. Employees are frequently threatened by communication from superiors and will tend to discard communication when the quantity becomes overwhelming or too generalized. Personal over-communication with employees rarely occurs, whereas over-publication can be an obstacle to effective leadership.

2. The sender of the message through the downward communication channels must be cognizant of:

- a. the effect of the message on the receiver.
- b. the type of media selected.
- c. the wording of the message.
- d. the timing of the message.

3. When communicating downward, the superior's understanding of the message to be delivered should be

¹Ibid., p. 23.

greater than the expected span of content of the message. He should have something in reserve and be aware of the facts in broader perspective than that which is communicated in order to respond to questions posed by subordinates. Furthermore, the issuing of messages in limited depth allows a detailed plan to be presented in comprehensible stages.

4. The superior should strive for the development of an understanding of what employees want to know and need to know. A sensitivity to the communication needs of his personnel is a prime asset of an effective leader.

Feedback

Feedback involves the providing of the sender of the message with a response or reaction to the message in order to determine if the content of the message received was accurate and understood. The first step toward achieving successful feedback is to recognize the value of this type of communication to any organization and to place a high priority ranking upon it. Further suggestions that would enhance feedback are:

1. The utilization of observational techniques to determine the receipt of the message is necessary. Most frequently, feedback is thought of as some type of restatement of the message. However, unwanted or inaccurate behavior on the part of the receiver is just as valuable as oral or written statements.

2. The attitude of the sender and climate for communication that exists in an organization will have a great deal of effect on the feedback received. The sender must remain open-minded, receptive to suggestions and criticisms, and must establish a non-judgmental atmosphere.

3. The sender must develop an appreciation of the significance of silence on receipt of the message, and must attempt to interpret this silence.

4. The sender must respect dissent and operate under the managerial principle that some conflict within an organization is healthy, normal, and even desirable. Conflict stimulates growth and answers. However, too much conflict can be destructive to an organization. Feedback to messages will provide a measure of the amount of conflict present.

SCHOOL BOARD

The key to effective communication in a school district is the school board. The school board must take the initiative in establishing the climate and the channels by which communication is to occur. Toward the accomplishment of this task a school board should:

1. Provide budgetary allocation for the development of a communication system including the following:

- a. the hiring of personnel charged with the specific responsibility for the development and maintenance of communication with all segments of the school community.

- b. the purchase of needed materials and equipment in order to accomplish the charge outlined in point (a).

2. Have written policy guidelines for the communication program. These policies should be developed by the board in consultation with key staff members and others concerned with the program.

3. Hold open forum meetings to promote the feedback to the board that is imperative to better decision making. These open forums provide the school community the opportunity for input prior to decisions and for reaction to the outcome of decisions made previously. It is well recognized that the more data that can be gathered, the better the decision.

4. Record minutes of school board meetings as required by law. However, few patrons of the school community avail themselves of the opportunity to review these minutes. School boards should publish highlights of their actions and provide these to the school community.

5. Provide agendas for upcoming board meetings. These should be made available to the public through publication in local newspapers, posting in frequented public establishments, and mailings to prominent public organizations.

6. Do not expect communication to always follow the official channels as structured in an organizational chart. This tends to inhibit, delay, and in many instances actually

destroy, communication. However, this must be approached with some degree of judgment. For example, grievances must be allowed to follow the formal lines of communication due to the nature of the content of a grievance.

7. Publish an Annual Report. This is an effective method of communicating with the school community. The public desires more information about modern education, the new methods being used, and the new ideas concerning the type of education that is needed. Furthermore, this type of reporting provides the opportunity for the school board to accentuate the positive elements existing within the school district. This Annual Report should be mailed to every residence within the school district.

8. Have written job descriptions for all employees of the school district. The definition of specific role expectations as provided in a job description gives direction and eliminates many misunderstandings that might arise.

9. Capitalize upon the wide array of media available to them for transmission of their messages. Among the types of media are:

a. verbal types

- (1) interviews
- (2) telephone
- (3) conferences
- (4) seminars
- (5) informal chats
- (6) closed circuit T.V.

- (7) face-to-face conversations
- (8) tape recorder
- (9) news bulletins
- (10) speeches
- (11) reports
- (12) orientation sessions
- (13) mass meetings
- (14) small group meetings
- (15) radio programs
- (16) open houses
- (17) interviews

b. written types

- (1) newspapers
- (2) newsletters
- (3) letters
- (4) annual reports
- (5) bulletin boards
- (6) minutes
- (7) opinion surveys
- (8) handbooks
- (9) suggestion systems
- (10) magazines
- (11) policy statements
- (12) telegrams
- (13) pay inserts
- (14) bulletins
- (15) pamphlets

- (16) booklets
- (17) memoranda
- (18) directives
- (19) notices
- (20) posters
- (21) forms
- (22) books
- (23) mailings
- (24) manuals

c. pictorial types

- (1) posters
- (2) movies
- (3) charts
- (4) graphs
- (5) tables
- (6) cartoons
- (7) tours
- (8) visits
- (9) exhibits
- (10) diagrams
- (11) slides
- (12) filmstrips
- (13) displays
- (14) maps
- (15) television
- (16) demonstrations
- (17) billboards

The development of many of these types of media requires expertise beyond the talent and time of most board members. Therefore, the need for personnel for this development should be recognized and provided for within the budget.

10. Utilize face-to-face communication whenever possible. This may be accomplished through oral reporting to the school board by administrative and teaching staff.

11. Establish a favorable climate for communicating. This favorable climate is one in which criticism, suggestions, and recommendations are accepted. Furthermore, there exists the ability to admit that problems do exist. Above all, there must be the absence of the feeling of threat. This demands the existence of a non-judgmental or non-evaluative atmosphere.

12. Minimize the status differences between members of the school staff and the community. Everyone should feel free to consult with anyone who can help him. This can best be accomplished by decentralizing, shortening and flattening out of the communication network.

13. Publish and provide for its employees the Policies, Rules and Regulations of the school district. Matters of interpretation of the same should be handled efficiently and expediently by designated personnel. Input to the development and revision of the policies should be provided.

14. Utilize the establishment of committees to

provide input on matters regarding school district business. These committees should be representative of all segments of the school community.

15. Hold school board meetings at various locations throughout the district to encourage attendance by community members. For example, elementary schools are generally located in neighborhoods within walking distance of most residents. School board meetings could be scheduled so that each local attendance center was the scene of such a meeting on a regular basis.

16. Establish and publicize grievance procedures which provide for the appeal of board or administrative decisions.

17. Establish a regular item on the school board agenda which provides the opportunity for students and staff to ask questions of the board members.

18. Provide the time for advisory groups to report to the school board on the progress of their work. The schedule for reporting should be established and expected by all parties involved well in advance.

19. Set aside a morning each month, at which time school board members make themselves available to the community members in an informal, inviting environment. For example, a Saturday morning coffee at a local restaurant might provide such a setting. The availability of informal discussions should be publicized and made known to staff,

students and community members.

20. Establish a "rumor line" on which community residents may telephone and ask questions concerning the schools. It might be manned by volunteers. If they cannot provide the answer to the questions posed, the caller should be connected with personnel who can answer their question.

21. Strive to make communication a continuous process. This might involve taking advantage of vacation periods and summer months to inform the public and staff of more long range and far reaching plans and goals.

22. View the communication process and program as long range in outlook. Only by a consistent program of communication over a long period can a desirable school image be built.

23. Utilize the technique known as "evening walks", whereby board members take walks on publicized routes through parts of the city to improve face-to-face communication among the community and board members. After each walk, the participants return to the neighborhood school for a wrap-up session open to anyone.

24. Provide a representative from the student body the opportunity to serve in an advisory capacity to the school board in decisions affecting his peers.

ADMINISTRATIVE RELATIONSHIPS

Every school administrator communicates with the general public and, to a greater extent, with pupils, parents,

and staff members. In essence, the school administrator is an important part of the school's public relations program.

Unless this individual is fully concerned and immersed in the processes of communication in the school district, the school administrator is not going to be fully effective. And, indeed, if this person is ineffective, the district is quite likely to suffer. Therefore, to promote better communication, the central office administration should:

1. Hold regular administrative team meetings between the superintendent and other central office administrators. Printed agendas should be distributed to each team member prior to the meeting. Input to the construction of these agendas should be solicited and there should always be an open ended item on the agenda allowing for the inclusion of items not appearing.

2. Hold regular administrative team meetings between the superintendent, other central office administrators, and building principals. Again the agenda should be distributed prior to the meetings, contributions to the agenda being sought and an open ended item included.

3. Prepare and distribute to all employees of the district a weekly or bi-monthly newsletter from the central office. Included in this newsletter should be a calendar of upcoming meetings and events, notices of importance to the staff, recognition of significant occurrences within the

district, and other items of general importance.

4. Encourage building principals to contribute alternative solutions to problems that arise. This provides for the formulation of multiple solutions and a wider range of possible decisions.

5. Take the time to visit classrooms and to visit with staff members informally in order to personalize relationships. To central office personnel in particular, this should be given a high priority rating. Other duties may be delegated, but personal relationships with staff members are much more important.

6. Utilize an advisory council or cabinet, particularly for the superintendent. This advisory council should maintain a membership representative of central office administrators, building principals, teaching staff, and other staff members from all buildings and departments in the school district. Regular meetings of this advisory council should be held with the agenda distributed before the meeting, contributions to the agenda accepted and sought and an open ended item left on the agenda for the discussion of matters not listed.

7. Establish procedures for the reporting of emergencies in both directions, i.e., to the central office and to the buildings. Generally these emergencies fall into one of two categories:

- a. routine, such as health and accident reports or emergency drills.

- b. crisis, such as bomb threats or severe weather warnings.

perhaps the best method of handling the communication of "crisis" emergencies is through the establishment of a telephone network or telephone tree. The originator of the message places a limited number of telephone calls, with the receiver expected to relay the message to a predetermined number of locations. The important point to remember when establishing such a network is that it must be used on a regular basis in order for it to become functional at the time of an emergency. Therefore, routine messages should be periodically transmitted via the network to establish the pattern. The final call on such a network should return the message to the source for determination of the accuracy of the content of the message.

8. Become cognizant of achievements of members of the staff and recognize these achievements through personal letters and publicity.

9. Send letters to staff members prior to the opening of school listing their assignment for the upcoming school year and outlining the plans for the pre-school conferences. These letters should be sent at least one month prior to the staff member's return.

10. Instruct the central office secretarial staff to receive visitors and phone calls in a courteous manner, and to take messages or a number for a return call if the

personnel is not available at the time. The importance of the image formed of a district by visitors or callers when confronted with a courteous, helpful receptionist or secretary should not be underemphasized.

11. Maintain an "open door" policy. This "open door" policy should be one in which the central office administrator goes out of the door (office) to meet with the school staff. This should be the emphasis rather than leaving the door open for school staff to enter.

12. Place employee suggestion boxes in strategic locations in each building in the district. This will not only provide possible solutions to problems that might not be readily apparent to central office personnel, but it will also provide an avenue of problem identification as well as having a cathartic effect upon school district employees.

13. Develop the awareness that the ultimate responsibility for establishing a climate conducive to communication rests squarely upon the central administration. Top level administrators must initiate and spark it. They may delegate part of their communication activities, but the major part cannot be delegated because their leadership takes effect through communication.

14. Recognize that there is a time for silence, for knowing when not to communicate. A possible solution to any problem is always the alternative to not make a decision.

15. Keep in mind that in certain situations the

non-verbal communication is as much a means of communication as any other. Body language and behavior communicate unintentional as well as intentional messages.

16. Avoid rushing communication and creating situations which require rushed responses to communication. Consider the array of factors that enter into the process of communicating before responding too hastily.

17. Share relevant information as promptly as possible and practical. In many instances, out of date or inaccurate information can be worse than none at all.

18. Avoid the use of unnecessarily big words or technical words or words that have emotional overtones. State things directly and simply.

19. Continue to evaluate the effectiveness of the communication program. This evaluation should include the use of attitude or morale surveys and other objective means of determining what needs to be changed or improved. Checks should be made to determine if written materials, such as handbooks, are easily read and understood, and if they attract the interest of the readers.

20. Establish a regular meeting time, monthly, at which time members of the public may converse informally with various members of the central administration. This could perhaps take place over a cup of coffee at a local restaurant or a neighborhood school.

21. Promote the establishment of a "rumor line" on

which district residents, staff members and students may call and ask questions and seek answers. Be receptive, not defensive, to the questions.

22. Maintain a continuity of communication with the staff and the patrons of the district. Vacation periods present opportunities to communicate about school-community problems, state and national as well as local issues, and long range school plans and goals.

23. View the communication program as one requiring long range plans laid well in advance. The school is, by nature, a long-range institution as should be its communication program.

24. Utilize evening walks by administrators. In this activity, which has proven successful, publicized routes are followed and face-to-face communication is achieved with district patrons. Following the walks, open discussion sessions are held at neighborhood schools.

25. "Target in" on groups with which to communicate. The superintendent and central office administrators should seek out small enough groups to promote two-way communication from among all segments of the community.

Included in the category of administrative relationships are the building principals. Suggestions for the building principal to use in improving communication are as follows:

1. Prepare and send out to all homes a weekly

newsletter or bulletin. The content of this newsletter is flexible, but suggested are: important dates, notices and reminders; items reviewing happenings in classrooms; lunch menus; and announcements or requests. Contributions to this newsletter should be solicited and accepted from staff members and the school-community members.

2. Plan for and request to make regular oral reports to the board of education about matters dealing with your staff, community or building.

3. Hold departmental, grade level or staff meetings on a regular basis. Prepare and hand out the agenda for these meetings in advance. Ask for and accept contributions to the agenda, and always leave an open ended agenda item which will provide for the discussion of matters that do not appear on the agenda.

4. Establish an advisory council within the building. Include in its membership representatives of all segments of the staff. Hold regular meetings, prepare the agenda in advance, solicit agenda items, and include the opportunity for discussion of matters not appearing on the agenda.

5. Recognize the importance of establishing communication channels with students. There are numerous methods of attaining this communication, such as student councils, student advisory groups, or simply through "rap" sessions with students. The method in which this communication is obtained is immaterial; but obtained it must be. Perhaps

the best method is through the use of a combination of official channels of communication (such as a student council) and unofficial, informal talk sessions with students. This particular aspect of communication is probably more important at the secondary level, but cannot be neglected at the elementary level.

6. Utilize many of the suggestions offered to the central office administrators, such as:

- a. Maintain an "open door" policy.
- b. Encourage your staff to contribute potential solutions in the decision making process.
- c. Establish a personal relationship with staff members by visiting their classrooms informally as well as formally, by conversing with them at opportune times.
- d. Be aware of and recognize staff achievements.
- e. Communicate in written form with your staff during the months prior to the opening of school.
- f. Emphasize the extending of a courteous welcome to visitors by your secretary.
- g. Avoid rushing communication.
- h. Share relevant information.
- i. Constantly evaluate the effectiveness of your communication program.

7. Conduct extensive orientation for all building

staff members at the beginning of the school year. Include orientation to such matters as:

- a. Schedules--school day, special subject teachers, supervisory schedules, school year, staff meetings, parent group meetings, school parties.
- b. Staff listing and room numbers. Include such things as consultative personnel, volunteer aides, and officers of parent groups responsive to the school.
- c. Business procedures and office procedures pertinent to the staff in general--such as the ordering of materials, attendance accounting procedure, and the purchase of lunch tickets.
- d. The maintenance and ethics of student records and cumulative folders.
- e. The principal's and district's philosophical premise regarding classroom visitation and teacher evaluation.
- f. An overview of the district's philosophy of education and the correlation of such with the individual building's philosophy.
- g. A listing of building goals for the current school year. These goals should be cooperatively developed with the principal and staff.

8. Establish a regular meeting time of an informal nature. For example, the last half-hour of Friday afternoon, after the students have been dismissed, may be set aside to meet informally with your staff over coffee. Discuss whatever topic arises without the thought of necessarily arriving at any solution.

9. Maintain a continuous flow of information to staff and community. Do not suspend communication during the summer months or vacation periods.

10. Zero in on groups--small enough for you to communicate with them and they to communicate with you. However, it is safest and most desirable to communicate with too many people than too few and to communicate too much rather than too little.

11. Conduct human relations workshops for all staff members. Included should be techniques for self-examination designed to enhance self-acceptance. People secure within themselves tend to view others as friendly and accepting, thus improving the climate for communication throughout the organization.

12. Encourage the utilization of school facilities by local service groups and organizations. Invite these groups into the schools for a program emphasizing the positive aspects of the school. Communicate with these groups to improve the image of the school as well as to encourage their use of the school.

13. Utilize surveys and opinion polls as methods of gaining insight into the community feeling toward a school. Periodically, throughout the school year, the building principal should conduct a randomly selected telephone survey of school patrons. Once each year, a mail survey should be conducted covering all school families. Mail surveys generally are returned by those individuals who are either very pleased with the way things are going or by those who specialize in grinding axes. People in the middle of this continuum rarely respond. The telephone survey cuts across all parts of the continuum and provides true random results.

DISTRICT EMPLOYEES

The teacher is considered by many as the most important agent in the school's public relations program. Other district employees play almost as large a role. The everyday relations that district employees have with children determines, to a large extent, the image in which parents and district residents regard the school.

The teacher's major contribution is, first of all, good teaching. His or her instructional adequacy is the most vital factor in the creation of public opinion about the school. Any school system that overlooks this role that the teacher, and other employees, plays in a communication program is inviting failure for the school as a functionally

operating social institution.

In addition to the opinion the public forms based upon their experience with individual teachers and staff members, employees themselves must be kept informed of the district's achievements and needs so that they will be sources of complete, factual information to all who come into contact with them. Some suggestions that are offered as a means of improving internal communication with district employees are:

1. In most school districts, channels of communication for certified staff members to follow are provided for and widely recognized. The need for communication channels for non-certified staff members is sometimes neglected. Such procedures should be established and brought to the attention of all affected personnel. A streamlining of the communication channels (fewer levels) for both certified and non-certified personnel will increase the speed and decrease the filtering of such communication.

2. An "upward" flow of communication from all employees must be actively sought and accepted in a non-judgmental manner. In addition, it must be kept in mind that merely to receive communication and then not act upon it inhibits further communication. If suggestions offered in an "upward flow" are rejected, reasons for the rejection should be conveyed to the personnel offering such suggestions. Conversely, if a suggestion is accepted and followed, recognition should be given to the employee.

3. Frequently it is impossible for a school organization to hold meetings for the exchange of information during the school day. However, on occasion this type of meeting is preferable to another time. By holding a meeting during the school day, the idea and attitude are conveyed that the need for exchange of information is important enough to override the obstacles to such a meeting.

4. All organizations, regardless of their relationships or effectiveness, should expect some degree of conflict and dissatisfaction. Frequently such dissatisfaction is as much imagined as it is real. However, whether they be imagined or real, they are serious to the person feeling them. Therefore, it is important that schools have locally prepared grievance procedures that are available for the use of their employees and are made known to their employees.

5. All employees, whether they be certified or non-certified, are interested in knowing how well they are doing in their job and what areas in which they need to improve. Therefore, there exists the need for an evaluation of these employees to be conducted on a regular basis. This evaluation should be communicated to the employees in both written and oral form. Feedback regarding the evaluation from the employee is as important to the evaluator as is the input provided to the employee. Furthermore, in evaluation conferences it must be recognized that the employee desires a personal sort of communicating, a more specific type of

message and messages that concern their own interests and needs primarily.

Closely related to this topic is the subject of management by objectives (M.B.O.). An evaluation conference should not only point out specific strengths and weaknesses of the employee as they relate to the employee's job description, but it should also serve as a springboard for discussion regarding the attainment of current job goals and the formulation of future job goals that are cooperatively planned.

6. Staff representation should be afforded on committee work conducted in the district. Examples might include curriculum committees, planning committees, personnel selection committees, and educational specifications committees.

7. A representative from each building and all non-certified employee groups should sit on an advisory council or cabinet in meetings with the superintendent.

8. Employees of the district should be encouraged to contribute to a periodical publication for internal distribution. This publication should present a synopsis of events occurring in the district, successful programs in operation, and should serve as an organ of public relations on an internal basis.

9. Be cognizant of and search for the opportunity to present programs for internal and external groups. These

programs should be structured so as to present positive and interesting aspects of the area or subject which you teach or in which you work.

10. Staff members should periodically conduct a telephone survey of parents. A randomly selected sample will provide more reliable results than a mail survey. However, once a year a mail survey should be conducted of all of the families of all of the students that you serve.

11. Afford the students you serve the opportunity to provide feedback through a written, anonymous survey. Preferably, this should be conducted at least twice a year and more frequently if deemed appropriate. A follow-up must be conducted to suggestions offered or the survey will be identified as of no value by the students.

SCHOOL PATRONS AND COMMUNITY

School administrators who try to inform citizens about their schools will find a receptive audience. The public is hungry for information about course content, innovations, college requirements, vocational opportunities for their children, and the like.

The well publicized "taxpayer's revolt" that has unsettled administrators and disrupted the educational process in many communities also points to the inadequacy of most school communication programs. Too many such programs are based on guesswork. School personnel must become more

interested and skillful in making their accomplishments and needs known to the public.

Some suggestions follow for the design and implementation of an effective program for communicating with the school patrons and the community.

1. Informal face-to-face meetings with members of the community provide two-way communication essential for increasing public understanding and support. One method of achieving this is through "evening walks" by the administrators, board members and teachers. Publicized routes are followed through parts of the city and a follow-up discussion is held at a neighborhood school. The idea is to make school personnel available for personal contact with citizens.

2. Special visitor days at the neighborhood schools serve as effective means of opening the channels of communication. These special days might include grandparent observation days or visits for enrolling kindergarten children.

3. The superintendent or principals can host Saturday breakfasts of coffee and doughnuts in a school cafeteria to meet with parents and interested citizens from the school attendance areas.

4. Meetings with the public in private homes have been successful for many school administrators and teachers. There is less of a threat felt if the public is on their "own ground".

5. News releases presenting accurate promotional information about the schools should be presented to the radio, television and newspapers serving the community.

6. Interviews with school board members, teachers and administrators should be prepared for local radio and television stations.

7. Speaker bureaus that supply students, staff members, citizen specialists and special resource speakers should be established.

8. Appeal procedures for parents who have a question or complaint should be established and publicized.

9. School personnel should view the procedures for reporting pupil progress as a means of communicating with the public.

10. Extra curricular schedules should be made available to the public. Student appearances in public as performers in plays, musical presentations, and athletic contests are influences in the determination of the image of a school held by the public.

11. School rules and regulations must be made available to the public. Citizens help define the goals and purposes of the school in the community, and school rules and regulations should reflect these goals. Therefore, the public needs to be aware of rules governing student behavior.

12. A rapidly growing concept in the United States is the development of the "community school". This idea

promotes the use of the school facility by the community outside of school hours and, in many instances, in conjunction with the regular school program. School policy should be designed to promote the use of school facilities by community groups.

13. An involved citizenry is generally an informed and a supportive element within the community. Therefore, parents and district patrons should be encouraged to become involved in school activities through volunteer aide programs, serving as class sponsors or activity leaders, or through the formation of booster clubs for various school activities.

14. The more traditional activities that result in improved person-to-person communication should continue to be utilized. These activities include school open houses, parent-teacher group meetings, school programs and field trips.

STUDENTS

The pupil is the closest contact with the home and the community that the school maintains. Therefore, the student becomes an important link in the communication network. He interprets the school as he sees it to his classmates, his parents, and other members of his community. His actions, in turn, cause interpretations to be made of the school. Suggested as means for accomplishing successful communication by and among students are the following:

1. Students should be afforded the opportunity to publish, on a regular basis, a school newspaper. Some discretionary responsibility must rest with the school officials, but a feeling of mutual respect and trust must be established.

2. A procedure must be devised which will remind students of the communication role they play when participating in school related activities in the public domain.

3. Students must be provided with avenues of appeal of administrative decisions. Arbitrary and authoritarian decisions are no longer applicable to students in public education. Students should be afforded a voice in most decisions, and avenues of appeal in all decisions.

4. Just as the community and staff is afforded a voice through the use of advisory groups or councils, students must be given the opportunity to communicate and participate through the formation of student advisory councils, a student senate, or a junior school board.

5. A representative of the student body should serve in an advisory capacity to the school board in decisions affecting fellow classmates.

6. A regular item on the school board agenda should be afforded student representatives for the opportunity to ask questions of and present information to the school board.

7. Regular informal discussions with the school administrators should be provided members of the student body.

The informal channels of communication encouraged by this type of activity will provide feedback unobtainable through the formal communication network.

8. Promote the school image through the sale of, or by providing to the students, novel public relations devices. These might include bumper stickers, car window decals, or school pennants.

COMMUNICATION GUIDE

Various activities designed to improve the communication program have been suggested by this author. In an attempt to facilitate the accomplishment of these activities, they are now presented in a calendar style with the responsibility for such activities indicated. The calendar, as outlined, follows the school fiscal year, July to June.

July

ACTIVITY:

RESPONSIBILITY:

- | | |
|-----------------------------------------------------------------------------|-------------------|
| 1. Letter to staff indicating assignments for current school year. | 1. Superintendent |
| 2. District newsletter from central administration office mailed to public. | 2. Superintendent |
| 3. Open forum board meeting (once a month). | 3. School Board |
| 4. Mailing of school board agenda and highlights of board action. | 4. Superintendent |

- | | |
|--------------------------------------------------------------------|-------------------|
| 5. Breakfast meeting | 5. |
| a. School board and public | a. School Board |
| b. Administrative team | b. Superintendent |
| 6. Administrative team meeting. | 6. Superintendent |
| 7. Public-administrators informal meeting. One-half day per month. | 7. Superintendent |

August

- | | |
|-----------------------------------------------------------------------------------------------------------|------------------------------------------------------------|
| ACTIVITY: | RESPONSIBILITY: |
| 1. Mail letter to all staff members outlining orientation program and schedule. | 1. Superintendent |
| 2. District newsletter from central administration office mailed to public. | 2. Superintendent |
| 3. Open forum board meeting (once a month). | 3. School Board |
| 4. Mailing of school board agenda and highlights of board action. | 4. Superintendent |
| 5. Breakfast meeting | 5. |
| a. School board and public | a. School Board |
| b. Administrative team | b. Superintendent |
| 6. Administrative team meeting. | 6. Superintendent |
| 7. Issue a press release with information on the school calendar, registration dates, fees, etc. | 7. Superintendent |
| 8. Issue a press release with information about new and returning staff members. | 8. Superintendent |
| 9. Public-administrators informal meeting. One-half day per month. | 9. Superintendent |
| 10. Zero in on groups on which you will concentrate communicative efforts during the current school year. | 10. Superintendent, Administrative Staff, and School Board |

September

ACTIVITY:	RESPONSIBILITY:
1. District newsletter from central administration office mailed to public.	1. Superintendent
2. Open forum board meeting (once a month).	2. School Board
3. Mailing of school board agenda and highlights of board action.	3. Superintendent
4. Administrative team meeting.	4. Superintendent
5. Public-administrators informal meeting. One-half day per month.	5. Superintendent
6. Publish and distribute co-curricular schedules to staff, students and public.	6. Superintendent and Building Principals
7. Send home opening school memo to parents.	7. Building Principals
8. Issue handbooks to students, parents and staff.	8. Building Principals
9. Issue board policy handbooks and job descriptions to staff members.	9. Building Principals
10. Publish and distribute student newspaper weekly.	10. Students
11. Establish a "rumor line".	11. Superintendent
12. Establish advisory councils: a. School Board b. Superintendent c. Building	12. a. School Board b. Superintendent c. Building Principals
13. Establish a "calling tree".	13. Superintendent
14. Take "evening walks" to meet with the public.	14. School Board, Superintendent, and Building Principals
15. Hold regular staff meeting(s).	15. Building Principals

- | | |
|---------------------------------------------------------------------------------------------|--------------------------------------------|
| 16. Establish employee suggestion boxes throughout district facilities. | 16. Superintendent |
| 17. Visit classrooms. | 17. Superintendent and Building Principals |
| 18. Issue directories and staff listings to employees. | 18. Building Principals |
| 19. Issue copies of the communication program flowchart to staff members (formal channels). | 19. Superintendent |
| 20. Distribute grievance procedures to employees. | 20. Superintendent |
| 21. Issue internal newsletter for staff members. | 21. Superintendent |
| 22. Hold parent-teacher organization meetings monthly. | 22. Building Principals |

October

ACTIVITY:

RESPONSIBILITY:

- | | |
|-------------------------------------------------------------------------------|--------------------------------------------|
| 1. District newsletter from central administration office mailed to public. | 1. Superintendent |
| 2. Open forum board meeting (once a month). | 2. School Board |
| 3. Mailing of school board agenda and highlights of board action. | 3. Superintendent |
| 4. Breakfast meeting.
a. School board and public
b. Administrative team | 4.
a. School Board
b. Superintendent |
| 5. Administrative team meeting. | 5. Superintendent |
| 6. Public-administrators informal meeting. One-half day per month. | 6. Superintendent |
| 7. Publish and distribute student newspaper weekly. | 7. Students |

- | | |
|------------------------------------------------------------------------------------------------|-------------------------------------------|
| 8. Visit classrooms. | 8. Superintendent and Building Principals |
| 9. Issue internal newsletter for staff members. | 9. Superintendent |
| 10. Hold parent-teacher organization meetings monthly. | 10. Building Principals |
| 11. Hold regular staff meeting(s). | 11. Building Principals |
| 12. Have status reports to school board from various committees and buildings in the district. | 12. School Board |
| 13. Hold Open House during National Education Week. | 13. Building Principals |
| 14. Telephone survey a random sampling of parents. | 14. Building Principals |
| 15. Hold advisory council meeting monthly. | 15. |
| a. School Board | a. School Board |
| b. Superintendent | b. Superintendent |
| c. Building | c. Building Principals |
| 16. Issue report cards. | 16. Building Principals and Teachers |

November

ACTIVITY:

1. District newsletter from central administration office mailed to public.
2. Open forum board meeting (once a month).
3. Mailing of school board agenda and highlights of board action.
4. Breakfast meeting.
 - a. School board and public
 - b. Administrative team
5. Administrative team meeting.

RESPONSIBILITY:

1. Superintendent
2. School Board
3. Superintendent
4.
 - a. School Board
 - b. Superintendent
5. Superintendent

- | | |
|---------------------------------------------------------------------------------|-----------------------------------------------------------|
| 6. Public-administrators informal meeting. One-half day per month. | 6. Superintendent |
| 7. Hold regular staff meeting(s). | 7. Building Principals |
| 8. Visit classrooms. | 8. Superintendent and Building Principals |
| 9. Issue internal newsletter for staff members. | 9. Superintendent |
| 10. Hold parent-teacher organization meetings monthly. | 10. Building Principals |
| 11. Publish and distribute student newspaper weekly. | 11. Students |
| 12. Conduct written survey of students' attitudes and suggestions. | 12. Teachers |
| 13. Conduct written survey of staff attitudes and suggestions. | 13. School Board, Superintendent, and Building Principals |
| 14. Visit with community patrons in a private home. | 14. Superintendent and Building Principals |
| 15. Have a student report to the school board with questions, suggestions, etc. | 15. School Board |
| 16. Hold "special visitors" day in the buildings. | 16. Building Principals |

December

ACTIVITY:

1. District newsletter from central administration office mailed to public.
2. Open forum board meeting (once a month).
3. Mailing of school board agenda and highlights of board action.

RESPONSIBILITY:

1. Superintendent
2. School Board
3. Superintendent

- | | |
|---------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------|
| 4. Administrative team meeting. | 4. Superintendent |
| 5. Public-administrators informal meeting. One-half day per month. | 5. Superintendent |
| 6. Breakfast meeting.
a. School board and public
b. Administrative team | 6.
a. School Board
b. Superintendent |
| 7. Hold regular staff meeting(s). | 7. Building Principals |
| 8. Publish and distribute student newspaper weekly. | 8. Students |
| 9. Visit classrooms. | 9. Superintendent and Building Principals |
| 10. Issue internal newsletter for staff members. | 10. Superintendent |
| 11. Hold advisory council meeting monthly.
a. School Board
b. Superintendent
c. Building | 11.
a. School Board
b. Superintendent
c. Building Principals |
| 12. Hold Holiday programs in the schools. | 12. Building Principals |

January

ACTIVITY:

1. District newsletter from central administration office mailed to public.
2. Open forum board meeting (once a month).
3. Mailing of school board agenda and highlights of board action.
4. Breakfast meeting.
a. School board and public
b. Administrative team
5. Administrative team meeting.

RESPONSIBILITY:

1. Superintendent
2. School Board
3. Superintendent
4.
a. School Board
b. Superintendent
5. Superintendent

- | | |
|------------------------------------------------------------------------------------------------|--------------------------------------------|
| 6. Public-administrators informal meeting. One-half day per month. | 6. Superintendent |
| 7. Publish and distribute student newspaper weekly. | 7. Students |
| 8. Visit classrooms. | 8. Superintendent and Building Principals |
| 9. Issue internal newsletter for staff members. | 9. Superintendent |
| 10. Hold parent-teacher organization meetings monthly. | 10. Building Principals |
| 11. Hold regular staff meeting(s). | 11. Building Principals |
| 12. Have status reports to school board from various committees and buildings in the district. | 12. School Board |
| 13. Telephone survey a random sampling of parents. | 13. Building Principals |
| 14. Issue report cards. | 14. Building Principals and Teachers |
| 15. Visit with community patrons in a private home. | 15. Superintendent and Building Principals |
| 16. Issue a news release highlighting school accomplishments. | 16. Superintendent |

February

ACTIVITY:

RESPONSIBILITY:

- | | |
|-----------------------------------------------------------------------------|-------------------|
| 1. District newsletter from central administration office mailed to public. | 1. Superintendent |
| 2. Open forum board meeting (once a month). | 2. School Board |
| 3. Mailing of school board agenda and highlights of board action. | 3. Superintendent |
| 4. Administrative team meeting. | 4. Superintendent |

- | | |
|---------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------|
| 5. Breakfast meeting.
a. School board and public
b. Administrative team | 5.
a. School Board
b. Superintendent |
| 6. Public-administrators informal meeting. One-half day per month. | 6. Superintendent |
| 7. Publish and distribute student newspaper weekly. | 7. Students |
| 8. Visit classrooms. | 8. Superintendent and Building Principals |
| 9. Issue internal newsletter for staff members. | 9. Superintendent |
| 10. Hold parent-teacher organization meetings monthly. | 10. Building Principals |
| 11. Hold regular staff meeting(s). | 11. Building Principals |
| 12. Hold advisory council meeting monthly.
a. School Board
b. Superintendent
c. Building | 12.
a. School Board
b. Superintendent
c. Building Principals |
| 13. Have a student report to the school board with questions, suggestions, etc. | 13. School Board |

March

ACTIVITY:

1. District newsletter from central administration office mailed to public.
2. Open forum board meeting (once a month).
3. Mailing of school board agenda and highlights of board action.
4. Breakfast meeting.
a. School board and public
b. Administrative team

RESPONSIBILITY:

1. Superintendent
2. School Board
3. Superintendent
4.
a. School Board
b. Superintendent

- | | |
|----------------------------------------------------------------------------------|-----------------------------------------------------------|
| 5. Administrative team meeting. | 5. Superintendent |
| 6. Public-administrators informal meeting. One-half day per month. | 6. Superintendent |
| 7. Publish and distribute student newspaper weekly. | 7. Students |
| 8. Hold regular staff meeting(s). | 8. Building Principals |
| 9. Visit classrooms. | 9. Superintendent and Building Principals |
| 10. Issue internal newsletter for staff members. | 10. Superintendent |
| 11. Hold parent-teacher organization meetings monthly. | 11. Building Principals |
| 12. Issue report cards. | 12. Building Principals and Teachers |
| 13. Telephone survey a random sampling of parents. | 13. Building Principals |
| 14. Conduct written survey of staff attitudes and suggestions. | 14. School Board, Superintendent, and Building Principals |
| 15. Conduct written survey of students' attitudes and suggestions. | 15. Teachers |
| 16. Visit with community patrons in a private home. | 16. Superintendent and Building Principals |
| 17. Issue a press release regarding kindergarten round-up dates and information. | 17. Superintendent |

April

ACTIVITY:

1. District newsletter from central administration mailed to public.

RESPONSIBILITY:

1. Superintendent

- | | |
|------------------------------------------------------------------------------------------------|-------------------------------------------------------------------|
| 2. Open forum board meeting (once a month). | 2. School Board |
| 3. Mailing of school board agenda and highlights of board action. | 3. Superintendent |
| 4. Administrative team meeting. | 4. Superintendent |
| 5. Public-administrators informal meeting. One-half day per month. | 5. Superintendent |
| 6. Publish and distribute student newspaper weekly. | 6. Students |
| 7. Take "evening walks" to meet with the public. | 7. School Board,
Superintendent,
and Building
Principals |
| 8. Hold regular staff meeting(s). | 8. Building Principals |
| 9. Visit classrooms. | 9. Superintendent and
Building Principals |
| 10. Issue internal newsletter for staff members. | 10. Superintendent |
| 11. Hold parent-teacher organization meetings monthly. | 11. Building Principals |
| 12. Have status reports to school board from various committees and buildings in the district. | 12. School Board |
| 13. Hold advisory council meeting monthly. | 13. |
| a. School Board | a. School Board |
| b. Superintendent | b. Superintendent |
| c. Building | c. Building Prin-
cipals |
| 14. Hold evaluation conferences with district employees. | 14. Building Principals
and Superintendent |
| 15. Issue contracts to employees | 15. Superintendent |
| 16. Post staff vacancy notices. | 16. Superintendent and
Building Principals |

May

ACTIVITY:

RESPONSIBILITY:

- | | |
|-------------------------------------------------------------------------------|--------------------------------------------|
| 1. District newsletter from central administration office mailed to public. | 1. Superintendent |
| 2. Open forum board meeting (once a month). | 2. School Board |
| 3. Mailing of school board agenda and highlights of board action. | 3. Superintendent |
| 4. Breakfast meeting.
a. School board and public
b. Administrative team | 4.
a. School Board
b. Superintendent |
| 5. Administrative team meeting. | 5. Superintendent |
| 6. Public-administrators informal meeting. One-half day per month. | 6. Superintendent |
| 7. Publish and distribute student newspaper weekly. | 7. Students |
| 8. Hold regular staff meeting(s). | 8. Building Principals |
| 9. Visit classrooms. | 9. Superintendent and Building Principals |
| 10. Issue internal newsletter for staff members. | 10. Superintendent |
| 11. Hold parent-teacher organization meetings monthly. | 11. Building Principals |
| 12. Issue report cards. | 12. Building Principals and Teachers |
| 13. Hold "special visitors" day in the buildings. | 13. Building Principals |
| 14. Issue a news release highlighting school accomplishments. | 14. Superintendent |
| 15. Send home a closing of school memo to parents. | 15. Building Principals |
| 16. Issue student assignments for succeeding school year. | 16. Building Principals |

17. Mail survey to parents.
18. Hold end-of-year programs.

17. Building Principals
18. Building Principals

June

ACTIVITY:

1. Open forum board meeting (once a month).
2. Mailing of school board agenda and highlights of board action.
3. Administrative team meeting.
4. Public-administrators informal meeting. One-half day per month.
5. Take "evening walks" to meet with the public.
6. Mail an Annual Report to all district residents.

RESPONSIBILITY:

1. School Board
2. Superintendent
3. Superintendent
4. Superintendent
5. School Board,
Superintendent,
and Building
Principals
6. School Board

Chapter 5

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

SUMMARY

The purpose of this study was to survey and describe the communication systems in existence in selected school districts in the State of Iowa and to develop a model communication system for use by school districts. Concurrent with the survey, a review of current literature on the subject of communication was conducted, specifically dealing with the following topics:

1. The definition of Communication.
2. Communication Theory and Models.
3. Communication Methods.

In addition, the presence or absence of legal requirements for internal and/or external communication for school districts in the State of Iowa was investigated and the results of this investigation were reported.

A comprehensive communication model was designed through a comparison of the communication systems existing in the selected sample of districts in the State of Iowa and communication theory reported in the literature. A guide was formulated for use by school personnel for the evaluation of the existing network of communication.

Through data gathered by the Iowa Center for Research in School Administration, The University of Iowa, and presented in the Financial Accounting Technique Report (Project FACT, 1973), twenty school districts with enrollments in excess of 4,000 students were identified and labeled as the sample group. A survey instrument was designed and validated by having it reviewed by people knowledgeable in the fields of Communication and School Public Relations. This survey instrument was then mailed to the Superintendents of Schools in the identified sample of school districts. A 100% return of the completed questionnaires was received within a three week period after mailing. Seven-tenths of the respondents to the questionnaire (70 per cent) were Superintendents. Central office personnel completed the survey in the remaining 30 per cent of the cases.

Section I of the survey instrument dealt with communication systems that involve the Board of Education. It was found that 90 per cent of the school districts studied did not include a line item in their budget specifically entitled "Communication System". While all of the districts reported that their school board did hold open forum meetings, only 35 per cent of the districts published a regular newsletter highlighting board action. In only 2 of the districts, or 10 per cent, was a public relations specialist employed. The formal lines of communication were viewed as being structured by the organizational chart in 18 of the 20 districts, or 90

per cent. All of the districts have job descriptions available for the Superintendent and for building administrators. Yet 10 per cent of the districts did not have job descriptions available for the position of Assistant Superintendent, and 50 per cent did not have job descriptions available for teachers. Only 5 of the reporting districts, or 25 per cent, published a general information report for constituents exclusive of budgetary publications. A variety of media was reported as being utilized within the past six months by the sample districts. Most prevalent were the use of newspapers (100 per cent) and speeches (90 per cent), while 85 per cent of the districts reported using newsletters, handbooks, information mailings or radio.

Section II of the survey was concerned with communication within the administrative organization and administrative relationships. All of the districts held regular administrative team meetings between the superintendent and other administrators. In only 5, or 25 per cent, of the districts sampled did building principals make regular oral reports to the school board. All of the districts reported that building principals were invited to contribute alternatives in the decision-making process. In 18, or 90 per cent, of the districts, the building principals were involved in the communication process through the preparation of weekly or regular newsletters sent to the houses of their students. Regular departmental or grade level meetings and faculty

advisory council type meetings were held on a regular basis in 19, or 95 per cent of the reporting districts. School district policy tended to minimize status differences between elementary and secondary principals in 95 per cent of the districts.

Section III of the survey instrument was designed to review certain aspects of communication involving district employees. Of the sample districts, 18, or 90 per cent, recognized that communicating with non-certified employees is as imperative to effective management as communication with the public and certified staff members. The flow of communication "upward" was solicited in 95 per cent of the districts. Meetings for the exchange of information with district employees were held during the school day in 85 per cent of the districts, and at other times in addition to during the school day in 80 per cent of the districts. Locally prepared and publicized grievance procedures for the use of district employees were not available in 4, or 20 per cent, of the surveyed school districts. Evaluation of certified employees was conducted annually in 95 per cent of the districts studied. In 50 per cent of the districts, it was reported that there was no annual evaluation of the non-certified employees' performance.

Section IV of the survey instrument dealt with the area of communication with school patrons and the community. In 20 per cent of the districts, there were no established

appeal procedures for parents to utilize in questioning administrative decisions. Reporting pupil progress was viewed as a means of communication in 95 per cent of the districts. Copies of school rules and regulations were provided to parents in 90 per cent of the districts, as were copies of extra-curricular schedules. All of the districts reporting indicated that their district policy permits the use of school facilities by community groups. Volunteer aide programs were utilized in 95 per cent of the districts. Class sponsors (20 per cent), activity leaders (30 per cent), and booster clubs (100 per cent), were other reported methods of involving parents and the community in school activities.

Communication channels available to students were the focus of study in Section V of the survey. A regularly published student newspaper was prepared in all of the reporting districts. Of the school districts sampled, 5, or 25 per cent, did not have an established procedure for students to be reminded of the role they play in communicating with the public when participating in school related activities. Students did have a standard procedure for the appeal of administrative decisions in only 25 per cent of the districts surveyed, and only 65 per cent of the districts having established appeal procedures for students communicate the procedures to their students.

A part of this study was devoted to a review of the presence of legal requirements for internal and/or external

communication for school districts in the State of Iowa. The internal communication with district employees as required by the School Laws of Iowa was found to be quite limited in both scope and quantity. More specifically, they were found to require communication only with members of the teaching staff and only then when involving rules and regulations for contracts with teachers. Requirements for external communication with residents or patrons of a local school district as defined by the School Laws of Iowa were more comprehensive than the required internal communication. Yet, the requirements for external communication were also not numerous.

CONCLUSIONS

Evidence suggests that educational leaders in large school districts do not recognize the need and importance of communication to organizational effectiveness. The lack of a public relations specialist, budgetary allocation for communication, annual report to patrons, and effective use of media presently available to school districts substantiate this viewpoint. This may be due, in part, to the financial limitations placed upon school districts under the present school finance laws of Iowa.

The following conclusions are presented as a result of the study:

1. While it does appear that school districts

recognize it is important to communicate with school patrons and the community, the questioning of decisions through formulated grievance procedures is discouraged.

2. The absence of job descriptions, particularly for members of the teaching staff, presents a possible source of conflict between role expectations and role perceptions.

3. The leadership function of upper level management in communication is recognized. However, the opportunity for face-to-face communication between building administrators and the school board is limited.

4. The importance of feedback to communicative attempts is accepted in most districts. "Upward" communication is solicited. Yet, the formal lines of communication are still observed as adhering to the organizational chart of the district.

5. The role of evaluation in the communication process is not recognized as valuable in dealing with non-certified employees in school districts.

6. From this study there is evidence that communication with students by the school staff is not given importance. Furthermore, the role that students play in communicating with the public is not well defined.

7. The legal requirements for communicating, both internally and externally, as set forth by the School Laws of Iowa are quite limited and narrow in scope. (Requirements deal primarily with communication involving teacher contracts,

teacher discharge, and financial matters of public concern. Chapter 618 of the School Laws of Iowa appears to be an attempt to provide a "catch-all" requirement covering all communication not specifically stated.)

RECOMMENDATIONS

Many of the proposed recommendations for improving and/or establishing a communication system in a school district of 4,000 students or more appear in Chapter 4 of this study. Some additional recommendations are as follows:

1. School districts of this size should employ at least a part-time public relations specialist. As the district population grows larger in number (more than 10,000 students), a full time specialist should be employed.
2. Budgetary provisions should be established which would provide for an active communication program on both an internal and external basis. An approximate guideline would be one per cent of the total school budget.
3. Job descriptions should be written for all school employees. Orientation to the content of these role expectations should be conducted and all employees should have in their possession copies of their job descriptions.
4. Appeal procedures and grievance procedures should be formulated on a local level and distributed. Included should be procedures for both employees and patrons to follow when appealing administrative decisions.

5. The legal requirements for external and internal communication should be the target of study by a committee of legislators, educational representatives and members of the general public of the State of Iowa.

6. Cable television as a means of communicating with the public will undoubtedly have a significant effect upon communication programs in the future. Study should be given to the establishment of guidelines for its use by all school districts. Included in this study should be:

- a. the need for personnel with the expertise to effectively utilize this medium of transmission of messages.
- b. the projected costs for the operation of such a program and potential sources of funding.

7. Feedback, to complete the circuit of the communication arc, is imperative to understanding and thus action. School districts must develop channels for feedback and become receptive to the information gained. Some suggestions for improving two-way communication are:

- a. Request and welcome observations and opinions whether they be pleasant or unpleasant.
- b. Meet regularly during the school day, on an equal basis, to exchange information and to air complaints.
- c. Hold various departmental, grade level, and advisory council type meetings regularly.

- d. Encourage personal contact and chats with staff members whenever practical and possible.
- e. Establish a policy that recognizes differences in job responsibilities but at the same time that minimizes differences in position and status.

8. Two further studies should be undertaken. One would attempt to determine the relationship between the intended message of the sender and the message as perceived by the receiver. The second would be a study of the perceived components of a school district's communication system. This would involve surveying administrators and staff members with the same instrument to determine whether the communication system components are:

- a. viewed as being the same by each group.
- b. viewed as being effective by each group.

A similar study could also be conducted surveying the school board, the school patrons and community, and the students.

9. The aspects of human relationships and positive self-image are inherent in all communication among human beings. Because of this fact, the use of human relations workshops and value clarification exercises are a positive influence in improving communication within any organization. A school district desiring to improve communication within its structure should concern itself with improving the human relationships that exist through introspective techniques of

a non-threatening nature.

10. The communication model as proposed in Chapter 4 should be implemented in a school district in order to test its applicability and effectiveness.

BIBLIOGRAPHY

BIBLIOGRAPHY

A. BOOKS

- Barnard, Chester I. The Functions of the Executive. Cambridge, Mass.: Harvard University Press, 1938.
- Cherry, Colin. On Human Communication. New York: John Wiley & Sons, Inc., 1957.
- Chruden, Herbert J., and Arthur W. Sherman, Jr. Personnel Management. Cincinnati, Ohio: South-Western Publishing Company, 1968.
- Culbertson, Jack A., Paul B. Jacobson, and Theodore L. Reller. Administrative Relationships: A Casebook. Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1960.
- Davis, Keith. Human Behavior At Work. New York: McGraw-Hill Book Company, 1972.
- Emerson, Ralph Waldo. Letters and Social Aims. Boston: Houghton Mifflin Company, 1904.
- Fast, Julis. Body Language. New York: Simon & Schuster, 1971.
- Flesch, Rudolf. The Art of Plain Talk. New York: Harper and Row, 1946.
- Griffiths, Daniel E. Administrative Theory. New York: Appleton-Century-Crofts, 1959.
- _____. Human Relations in School Administration. New York: Appleton-Century-Crofts, 1956.
- Hall, Edward T. The Silent Language. Garden City, New York: Doubleday and Company, Inc., 1959.
- Hayakawa, S. I. Language in Action. New York: Harcourt and Brace, 1940.
- _____. Language in Thought and Action. New York: Harcourt and Brace, 1949.
- Katz, Daniel, and Robert L. Kahn. The Social Psychology of Organizations. New York: John Wiley and Sons, Inc., 1966.

- Leavitt, Harold J. Managerial Psychology. Chicago: University of Chicago Press, 1958.
- Lewin, Kurt. Resolving Social Conflict. New York: Harper and Row, 1948.
- Maier, Norman R. F. Principles of Human Relations. New York: John Wiley and Sons, Inc., 1952.
- Martin, Norman H., Robert E. Finley, and Lewis B. Ward. Effective Communication on the Job: A Guide for Supervisors and Executives. New York: American Management Association, 1963.
- McLaughlin, Ted J., Lawrence P. Blum, and David M. Robinson. Communication. Columbus, Ohio: Charles E. Merrill Books, Inc., 1964.
- McLuhan, Marshall, and Quentin Fiore. The Medium is the Massage: An Inventory of Effects. New York: Bantam Books, 1967.
- Miles, Matthew B. Change Processes in the Public Schools. Eugene, Oregon: Oregon University Center for the Advanced Study of Educational Administration, 1965.
- Miller, George A. Language and Communication. New York: McGraw-Hill, 1951.
- Miller, Van. The Public Administration of American School Systems. New York: The MacMillan Company, 1965.
- Misner, Paul J., Frederick W. Schneider, and Lowell G. Keith. Elementary School Administration. Columbus, Ohio: Charles E. Merrill Books, Inc., 1963.
- Newman, William H., and Charles E. Summer. The Process of Management. Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1961.
- Nichols, Ralph G., and Leonard A. Stevens. Are You Listening. New York: McGraw-Hill Book Company, 1957.
- Redding, W. C., and G. Sanborn. Business and Industrial Communication: A Source Book. New York: Harper and Row, 1964.
- Rothstein, Jerome. Communication, Organization, and Science. Indian Hills, Colorado: Falcon's Wing Press, 1958.
- Ruesch, J., and G. Bateson. Communication: The Social Matrix of Psychiatry. New York: Norton, 1961.

- Sapir, E. "Communication," Encyclopedia of the Social Sciences, Vol. IV. New York: Macmillan, 1933.
- Savage, William W. Interpersonal and Group Relations in Educational Administration. Glenview, Illinois: Scott-Foresman and Company, 1968.
- Schramm, Wilbur. The Process and Effects of Mass Communication. Urbana, Illinois: University of Illinois Press, 1954.
- Sergiovanni, Thomas, and Fred Carver, eds. Organizations and Human Behavior: Focus on Schools. New York: McGraw-Hill Book Company, 1969.
- Shannon, C., and W. Weaver. The Mathematical Theory of Communication. Urbana, Illinois: University of Illinois Press, 1949.
- Simon, Herbert A. Administrative Behavior. New York: MacMillan Company, 1947.
- St. John, Walter D. A Guide to Effective Communication. Nashville, Tennessee: Dr. Walter St. John Enterprises, Inc., 1970.
- Strauss, George, and Leonard R. Sayles. Personnel: The Human Problems of Management. Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1967.
- Strong, Lydia. Effective Communication on the Job. New York: American Management Association, 1956.
- Sumption, Merle R., and Yvonne Engstrom. School Community Relations: A New Approach. New York: McGraw-Hill Book Company, 1966.

B. PERIODICALS

- Abelson, Keith. "A Model of Communication Effectiveness," The Journal of Communication, XX (March, 1970), 81-91.
- Atkinson, Keith W. "Communication: Closing the Widening Gap," The Clearing House, XLVI (September, 1971), 27-31.
- Bavelas, Alex, and Dermot Barrett. "An Experimental Approach to Organizational Communication," Personnel (March, 1951), 366-371.

- Cooper, Alfred M. "The Art of Good Listening," Manage, 1959, 27.
- Cox, Homer L. "Opinions of Selected Business Managers About Some Aspects of Communication On The Job," The Journal of Business Communication, (Fall, 1968), 7.
- Halpin, Andrew W. "Muted Language," School Review, LXVIII (Spring, 1960), 85.
- Hershey, Robert. "The Grapevine--Here to Stay But Not Beyond Control," Personnel, XLIII (January/February, 1966), 62-66.
- Hovland, C. "Social Communication," Proceedings of the American Philosophical Society, 92:371, 1948.
- Leavitt, Harold J. "Some Effects of Certain Communication Patterns on Group Performance," The Journal of Abnormal and Social Psychology, (January, 1951), 38-50.
- McCloskey, Gordon. "Principles of Communication for Principals," The Bulletin of the National Association of Secondary School Principals, XL (September, 1960), 18.
- National Industrial Conference Board. "Barriers to Communication," Management Record, January, 1958.
- Ontario Institute for Studies in Education. The Importance of Communication, Fall, 1973.
- Stevens, S. S. "Introduction: A Definition of Communication," The Journal of the Acoustical Society of America, 22:689, 1950.
- Thayer, L. "On Theory Building in Communication: Some Conceptual Issues," Journal of Communication, 13:219, 1963.
- Wardle, Orrin D. "Forgive Me--You Didn't Understand," Educational Administration and Supervision, XLIV (November, 1958), 357-365.
- Yanouzas, John N. "A Comparative Study of Work Organization and Supervisory Behavior," Human Organization, Fall, 1964, 248.

C. OTHER SOURCES

Carl, Wayne. "Communication Strategies For Top School Administrators," tape recording (Dayton, Ohio: National School Public Relations Association, 1971).

Project ADVANCE. Project supported by the U.S. Office of Education, Title III-E.S.E.A., January, 1973.

D. UNPUBLISHED MATERIAL

Paul, Gene, Professor. Personal statement. Drake University, Business Management Department, September 5, 1972.

Tompkins, P. K., Professor. Personal statement. Wayne State University, Department of Speech, 1968.

APPENDIXES

Appendix A

Letters of Communication

October 23, 1973

Virginia M. Ross, Director
School Communication Services
Nat'l. School Public Relations Assoc.
1801 N. Moore Street
Arlington, Virginia 22209

Dear Ms. Ross:

I am currently involved in doctoral dissertation research regarding the communications network in existence in school districts in the State of Iowa.

Among the topics being investigated are systems of internal and external communications including such things as:

1. Media used.
2. Budget for communications.
3. Formal and informal channels
of communication.
4. Etc.

I am specifically interested in any type of survey which your Association may have utilized to determine public relations practices in school districts. If such a survey(s) is available, I would appreciate information regarding where and how I might receive a copy.

Any additional information that you believe would be helpful to me also would be appreciated.

Thank you for your cooperation in this matter.

Respectfully,

Doug Buchanan



National School Public Relations Association

1801 North Moore Street, Arlington, Virginia 22209 • 703: 528-5840
2000 North Potomac Road, Overlooking Washington, D.C.

December 28, 1973

Mr. Doug Buchanan
West Des Moines Community School District
Clegg Park Elementary School
1020 8th Street
West Des Moines, Iowa 50265

Dear Mr. Buchanan:

Enclosed you will find three publications which might help you in your doctoral dissertation research regarding the communications network in existence in school districts. Obviously our information is related to national trends and not specifically to Iowa.

I assume you already know Joseph Rowson, but would refer you to him for specific information regarding school communications in Iowa:

Joseph P. Rowson
Communications Director
Polk County Board of Education
112 11th St
Des Moines, Iowa 50309

Let us know if we can be of further help.

Sincerely yours,

Virginia M. Ross, Director
School Communication Services

Appendix B

Survey Instrument

Survey Instrument

The attached survey will be used to obtain data from school districts in the State of Iowa with enrollments in excess of 4,000 students. The instrument will be mailed to those districts. The school districts not returning their questionnaire will be subsequently interviewed personally and asked for their response.

Validation

The purpose of this survey is to elicit responses that will indicate the presence or absence of certain specified elements of a School Communication System.

Your assistance is being solicited in helping to validate the ability of this instrument to identify the elements of a School Communication System.

If you are willing to assist in this validation process please review the attached survey instrument and complete the questionnaire that follows.

Dear Educator,

Your cooperation is asked in this survey of existing communication systems in selected school districts in the State of Iowa. It is recognized that the challenge of achieving and maintaining effective communication in organizations is an increasingly awesome one. However, the destiny of any society, group, or individual is determined largely by the ability to communicate positively and successfully.

Your contribution to this collection of information will be to complete the following pages, fold the pages so that the return address appears on the outside, and return it by mail. A copy of the results of this survey will be forwarded upon completion of this study.

Thank you for your cooperation.

Respectfully,

Charles D. Buchanan
Director of Elementary Education
West Des Moines Community
School District

SCHOOL COMMUNICATION SYSTEM SURVEY

159

District Name: _____ Date _____

Position of Respondent if not Completed by Superintendent:

Instructions: Please read every question completely and check either the "Yes" or "No" blank to the left of the question. Please respond to every question.

Section I School Board

- | Yes | No | |
|-------|-------|---------------------------------------------------------------------------------------------------------------------------------------------|
| _____ | _____ | 1. Is there a line item in the budget specifically entitled "Communication System"? |
| _____ | _____ | 2. Does the school board hold open forum meetings? |
| _____ | _____ | 3. Does the school board publish a regular newsletter highlighting board action? |
| _____ | _____ | 4. Is a public relations specialist employed by the district? |
| _____ | _____ | 5. Is the organizational chart of the district viewed as structuring the lines of communication? |
| _____ | _____ | 6. Are agendas made public and available to visitors? |
| _____ | _____ | 7. Are job descriptions available for the following: |
| _____ | _____ | a. Superintendent |
| _____ | _____ | b. Assistant Superintendent |
| _____ | _____ | c. Building Administrators |
| _____ | _____ | d. Teachers |
| _____ | _____ | 8. Does the school board publish a general information report to the constituents exclusive of the budgetary publication? |
| _____ | _____ | 9. Please place a check (✓) by the media that are utilized in your communication system regularly or have been used in the past six months: |
| _____ | _____ | a. Newspapers |
| _____ | _____ | b. Newsletters |
| _____ | _____ | c. Television |
| _____ | _____ | d. Pictures and slides |
| _____ | _____ | e. Handbooks |
| _____ | _____ | f. Memos |
| _____ | _____ | g. Printed statements of policy |
| _____ | _____ | h. Annual reports |

- _____ i. Information mailings
- _____ j. Manuals
- _____ k. Bulletin boards
- _____ l. Tape recordings
- _____ m. Speeches
- _____ n. Radio
- _____ o. Telephone
- _____ p. Attitude and morale studies
- _____ q. Orientation materials
- _____ r. Letters
- _____ s. Telegrams
- _____ t. Motion pictures
- _____ u. Film strips
- _____ v. Billboards
- _____ w. Any other (please specify below)

Section II

Administrative Relationships

- | Yes | No | |
|-------|-------|-----------------------------------------------------------------------------------------------------------------|
| _____ | _____ | 1. Are regular administrative team meetings held between the superintendent and other administrators? |
| _____ | _____ | 2. Do building principals make regular oral reports to the school board? |
| _____ | _____ | 3. Do building principals prepare and send out weekly or regular newsletters to the homes of their students? |
| _____ | _____ | 4. Are building principals invited to contribute alternatives in the decision making process? |
| _____ | _____ | 5. Are various departmental and grade level meetings held on a regular basis? |
| _____ | _____ | 6. Are faculty advisory council type meetings held on a regular basis? |
| _____ | _____ | 7. Does school district policy tend to minimize status differences between elementary and secondary principals? |

Section III
District Employees

161

No

- ___ 1. Are there publicized channels of communication with non-certified staff members as well as certified staff?
- ___ 2. Is the flow of communication "upward" solicited?
- ___ 3. Are there locally prepared and publicized grievance procedures for the use of district employees?
- ___ 4. Are meetings for the exchange of information with district employees held:
 ___ a. During the school day
 ___ b. At other times
- ___ 5. Is evaluation of certified employees conducted annually? (If "Yes", please check the procedure utilized)
 ___ a. Written evaluations
 ___ b. Conferences
 ___ c. Both
- ___ ___ 6. Is evaluation of non-certified employees conducted annually? (If "Yes", please check the procedure utilized)
 ___ a. Written evaluations
 ___ b. Conferences
 ___ c. Both

Section IV
School Patrons and Community

Yes

No

- ___ ___ 1. Are there established appeal procedures for parents?
- ___ ___ 2. Do school personnel view the procedure of reporting pupil progress as a means of communication?
- ___ ___ 3. Are school rules and regulations provided to parents?
- ___ ___ 4. Are extra-curricular schedules made available to the community?
- ___ ___ 5. Does the district policy permit the use of school facilities by community groups? (If "Yes", under what conditions is the facility available?):
 ___ a. Without charge
 ___ b. With fee
 ___ c. With fee dependent upon group

6. In which of the following ways are parents involved in school activities?
- ☐ a. Volunteer Aide program
 - ☐ b. Class sponsors
 - ☐ c. Activity leaders
 - ☐ d. Booster clubs

Section V
Students

No

- ☐ 1. Is there a regularly published student newspaper? (If "Yes", at what levels?):
- ☐ a. Elementary
 - ☐ b. Secondary
 - ☐ c. Both
- ☐ 2. Is there an established procedure for students to be reminded of the role they play in communicating with the public when participating in school related activities?
- ☐ 3. Is there a standard procedure for the appeal of administrative decisions by students? (If "Yes", are all students informed of the appeal procedures?)
- ☐ a. Yes
 - ☐ b. No

REPORT OF SURVEY INSTRUMENT CONSULTANTS

Name _____ Position _____

The purpose of this survey instrument is to obtain information from school districts in the State of Iowa with enrollments in excess of 4,000 students. It will be used in a mail survey and may be used in personal interviews. This study is attempting to identify the presence or absence of elements common to School Communication Systems.

Please review the survey instrument and complete the form below. Any additional comments may be made as notations directly on the survey instrument.

-
1. Do you think that the general categories are inclusive of the major elements of a School Communication System? If not, what areas do you feel should be included?
 2. Do you feel the questions should be presented in the order shown or mixed randomly?
 3. Do you feel that the wording of the questions is clear?
 4. Additional comments.

Please indicate on the survey instrument any changes you might suggest.

Thank you.

Appendix C

School Laws of Iowa

I. External Communication

Chapter 24 Local Budget Law

24.9 Filing estimates--notice of hearing amendments

Each municipality shall file with the secretary or clerk thereof the estimates required to be made in sections 24.3 to 24.8, inclusive, at least twenty days before the date fixed by law for certifying the same to the levying board and shall forthwith fix a date for a hearing thereon, and shall publish such estimates and any annual levies previously authorized as provided in section 76.2, with a notice of the time when and the place where such hearing shall be held at least ten days before the hearing. Provided that in municipalities of less than two hundred population such estimates and the notice of hearing there shall be posted in three public places in the district in lieu of publication.

For a county, such publication shall be in the official newspapers thereof.

For any other municipality such publication shall be a newspaper published therein, if any, if not, then in a newspaper of general circulation therein.

Budget estimates adopted and certified in accordance with this chapter may be amended and increased as the need arises to permit appropriation and expenditure during the fiscal year covered by such budget of unexpended cash balances on hand at the close of the preceding fiscal year and which cash balances had not been estimated and appropriated for expenditure during the fiscal year of the budget sought to be amended, and also to permit appropriation and expenditure during the fiscal year covered by such budget of amounts of cash anticipated to be available during such year from sources other than taxation and which had not been estimated and appropriated for expenditure during the fiscal year of the budget sought to be amended. Such amendments to budget estimates may be considered and adopted at any time during the fiscal year covered by the budget sought to be amended, by filing such amendments and upon publishing the same and giving notice of the public hearing thereon in the manner required in this section. Within twenty days of the decision or order of the certifying or levying board, such

proposed amendment of the budget shall be subject to protest, appeal to the state appeal board and review by such body, all in accordance with the provisions of sections 24.27 to 24.32, inclusive, so far as applicable. Amendments to budget estimates accepted or issued under the provisions of this section shall not be considered as within the provisions of section 24.14. (C24, 27, 31, 35, 39, sec. 375; C46, 50, 54, 58, 62, 66, 71, 73, sec. 24.9)

Chapter 28A Official Meetings Open To Public

28A.1 Public meetings defined

All meetings of the following public agencies shall be public meetings open to the public at all times, and meetings of any public agency which are not open to the public are prohibited, unless closed meetings are expressly permitted by law:

1. Any board, council, or commission created or authorized by the laws of this state.
2. Any board, council, commission, trustees, or governing body of any county, city, town, township, school corporation, political subdivision, or tax-supported district in this state.
3. Any committee of any such board, council, commission, trustees, or governing body.

Wherever used in this Act, "public agency" or "public agencies" includes all of the foregoing, and "meeting" or "meetings" includes all meetings of every kind, regardless of where the meeting is held, and whether formal or informal. (Ch. 98, S.F. 536, sec. 1, 62nd G.A.)

28A.2 Rules of conduct

Every citizen of Iowa shall have the right to be present at any such meeting. However, any public agency may make and enforce reasonable rules and regulations for conduct of persons attending its meetings and situations where there is not enough room for all citizens who wish to attend a meeting. (Ch. 98, S.F. 536, sec. 2, 62nd G.A.)

28A.3 Closed sessions

Any public agency may hold a closed session by affirmative vote of two-thirds (2/3) of its members present, when necessary to prevent irreparable and needless injury to the reputation of an individual whose employment or discharge is under consideration, or to prevent premature disclosure of information on real estate proposed to be purchased, or for some other exceptional reason so compelling as to override the general public policy in favor of public meetings. The vote of each member on the question of holding the closed session and the reason for the closed session shall be entered in the minutes, but the statement of such reason need not state the name of any individual or the details of the matter discussed in the closed session. Any final action on any matter shall be taken in a public meeting and not in closed session, unless some provision of the Code expressly permits such action to be taken in a closed session. No regular or general practice or pattern of holding closed sessions shall be permitted. (Ch. 98, S.F. 536, sec. 3, 62nd G.A.)

28A.4 Notice of meetings

Each public agency shall give advance public notice of the time and place of each meeting, by notifying the communications media or in some other way which gives reasonable notice to the public. When it is necessary to hold an emergency meeting without notice, the nature of the emergency shall be stated in the minutes. (Ch. 98, S.F. 536, sec. 4, 62nd G.A.)

28A.5 Minutes required

Each public agency shall keep minutes of all its meetings showing the time and place, the members present, and the action taken at each meeting. The minutes shall be public records open to public inspection. (Ch. 98, S.F. 536, sec. 5, 62nd G.A.)

Chapter 68A
Records Open To Public

68A.2 Right to see and copy

Every citizen of Iowa shall have the right to examine all public records and to copy such records, and the news media may publish such records, unless some other provision of the Code expressly limits such right or requires such records to be kept secret or confidential. The right to copy records shall include the right to make photographs or photographic copies while the records are in the possession of the lawful custodian of the records. All rights under this section are in addition to the right to obtain certified copies of records under section 622.46. (Ch. 106, S.F. 537, sec. 2, 62nd G.A.)

Chapter 75
Authorization and Sale of Public Bonds

75.2 Notice of sale

When public bonds are offered for sale, the official or officials in charge of such bond issue shall, by advertisement published for two or more successive weeks in at least one newspaper located in the county, give notice of the time and place of sale of said bonds, the amount to be offered for sale, and any further information which may be deemed pertinent. (C24, 27, 31, 35, 39, sec. 1172; C46, 50, 54, 58, 62, sec. 75.2)

Chapter 275
Reorganization of School Districts

275.4 Hearings

In making the studies and surveys required by sections 275.1 and 275.2 the board in each county shall consult with the officials of affected districts and other citizens, and shall from time to time hold public hearings, and may employ such research and other assistance as it may determine reasonably necessary in order to properly carry on its survey and prepare definite plans of reorganization.

Upon the written request of the county boards of education in adopting reorganization plans which conform to the state-wide plan of education and to state laws, the state superintendent of public instruction, subject to the approval of the state board of public instruction, shall cause reorganization plans and suggestions to be prepared and forwarded to the county superintendents of schools together with such recommendations as may promote the purposes set forth in section 275.1 (C24, 27, 31, 35, 39, sec. 4158; C46, 50, secs. 275.1-275.3, 276.5; C54, 58, 62, sec. 275.4)

Chapter 277 School Elections

277.3 Notice of election

There shall be a written notice of all regular or special elections, which notice shall be given not less than ten days next preceding the day of the election, except as otherwise provided in this section, and shall contain the date, the polling place, the hours during which the polls will be open, the number of directors or officers to be elected and the terms thereof, and such propositions as will be submitted to and be determined by the voters.

In those corporations where registration is not required and in which only one voting precinct has been established said notice shall be posted by the secretary of the board in five public places in the corporation.

In those corporations in which registration of voters is required or in which more than one voting precinct has been established the secretary shall publish it once each week for two consecutive weeks preceding the election in some newspaper published in the county and of general circulation in the corporation. (C51, sec. 1110; R60, secs. 2027, 2030; C73, secs. 1718, 1719; C97, secs. 2746, 2750, 2751, 2755; S13, secs. 2750, 2755; C24, secs. 4195, 4197, 4208; C27, secs. 4195, 4197, 4208, 4211-b1, 4216-b3; C31, 35, sec. 4216-c3; C39, sec. 4216.03; C46, 50, 54, 58, 62, sec. 277.31; Ch. 1025 S.F. 1083, sec. 63G.A.2)

Chapter 279
Directors--Powers and Duties

279.32 Financial statement--publication

In each school district, the board shall, during the second week of July of each year, publish by one insertion in at least one newspaper, if there is a newspaper published in said district, a summarized statement verified by affidavit of the secretary of the board showing the receipts and disbursements of all funds for the preceding school year. In all such districts of more than one hundred twenty-five thousand population, the statement of disbursements is to show the names of the persons, firms, or corporations, and the total amount paid to each during the school year. (C51, sec. 1146; R60, sec. 2037; C73, sec. 1732; C97, sec. 2781; C24, 27, 31, 35, 39, sec. 4242; C46, 50, 54, 58, 62, 66, 71, 73, sec. 279.32)

279.33 Other districts--filing statement

In every school district wherein no newspaper is published, the president and secretary of the board of directors thereof shall file the above statement with the county superintendent of schools during the second week of July of each year and shall post copies thereof in three conspicuous places in the district. (C27, 31, 35, sec. 4242-b1; C39, sec. 4242.1; C46, 50, 54, 58, 62, 66, 71, 73, sec. 279.33)

279.34 Summary of warrants published

In each school district, except districts of over one hundred twenty-five thousand population, the board shall quarterly publish by one insertion in at least one newspaper published in the district, if there is a newspaper published in the district, a statement verified by affidavit of the secretary of the board showing a summary of the proceedings of the board pertaining to financial matters or expenses to the district for the previous quarter, including the list of all warrants issued by the board, the names of the persons, firms, or corporations receiving same, the amount thereof and the reason therefor; except that warrants issued to persons regularly employed by the school district for services regularly performed

by them need be listed not oftener than annually. The fee for publication for the statement provided for herein shall not exceed three-fifths of the legal publication fee provided by statute for the publication of legal notices. (C46-73, 279.34)

Chapter 296 Indebtedness of School Districts

296.4 Notice--ballots

Notice of such election shall be given by publication once each week for four weeks in some newspaper published in the district, or, if there is none, in some newspaper published in the county and of general circulation in the district. The notice shall state the date of the election, the hours of opening and closing the polls and the exact location thereof, and the questions to be submitted, and shall be in lieu of any other notice, any other statute to the contrary notwithstanding. At such election the ballot shall be prepared and used in substantially the form for submitting special questions at general elections. (S13, sec. 2820-d3; C24, 27, 31, 35, 39, sec. 4356; C46, 50, 54, 58, 62, 66, 71, 73, sec. 296.4)

Chapter 297 Schoolhouses and Schoolhouse Sites

297.23 Advertisement for bids

Before making a sale, the board shall advertise for bids for said property. Such advertisement shall definitely describe said property and be published by at least one insertion each week for two consecutive weeks in some newspaper having general circulation in the district. (C27, 31, 35, sec. 4385-a2; C39, sec. 4385.2; C46, 50, 54, 58, 62, 66, 71, 73, sec. 297.23)

Chapter 618
Publication and Posting of Notices

618.14 Publication of matters of public importance

The governing body of any municipality or other political subdivision of the state is authorized to make publication as straight matter or display, of any matter of general importance, not otherwise authorized or required by law, by publication in one or more newspapers, as defined in section 618.3 published in and having general circulation in such municipality or political subdivision, at the legal or appropriate commercial rate, according to the character of the matter published.

In the event there is no such newspaper published in such municipality or political subdivision or in the event publication in more than one newspaper is desired, publication may be made in any such municipality or political subdivision.

II. Internal Communication

Chapter 279
Directors--Powers and Duties

279.13 Contracts with teachers--automatic continuation
--exchange of teachers

Contracts with teachers must be in writing, and shall state the length of time the school is to be taught, the compensation per week of five days, or month of four weeks, and that the same shall be invalid if the teacher is under contract with another board of directors in the state of Iowa to teach covering the same period of time, until such contract shall have been released, and such other matters as may be agreed upon, which may include employment for a term not exceeding the ensuing school year, except as otherwise authorized, and payment by the calendar or school month, signed by the president and teacher, and shall be filed with the secretary before the teacher enters upon performance of the contract but no such contract shall be entered into with any teacher for the ensuing year or any part thereof until after the organization of the board.

Boards of school directors shall have power to arrange for an exchange of teachers in the public schools under their jurisdiction with other public school corporations either within or without the state or the United States on such terms and conditions as are approved by the state superintendent of public instruction and when so arranged and approved the board may continue to pay the salary of the teacher exchanged as provided in the contract between said teacher and the board for a period of one year, and such teacher shall not lose any privileges of tenure, old-age and survivors' insurance, or certification as a result of such exchange. Said contract may be renewed each year as determined by the employing school board provided that the visiting exchange teacher is paid in full for the service rendered by the school authorities with whom his contract is made. Such exchange teachers must have qualifications equivalent to the regular teacher employed by the board and who is serving as the exchange teacher and must secure a special certificate covering the subjects designated for him to teach in the public schools in which the instruction is given. The state superintendent of public instruction is hereby authorized to formulate, establish, and enforce any reasonable regulation necessary to govern the exchange of teachers as provided in this paragraph, including the waiver of Iowa certification requirements for teachers who are regularly certificated or licensed in the jurisdiction from which they come.

Said contract shall remain in force and effect for the period stated in the contract and thereafter shall be automatically continued in force and effect for equivalent periods, except as modified or terminated by mutual agreement of the board of directors and the teacher, until terminated as hereinafter provided, however, no contract shall be tendered by the employing board to a teacher under its jurisdiction prior to March first, nor be required to be signed by the teacher and returned to the board in less than twenty-one days after being tendered. On or before April 15, of each year the teacher may file his written resignation with the secretary of the board of directors, or the board may by a majority vote of the elected membership of the board, cause said contract to be terminated by written notification of termination, by a certified letter mailed to the teacher not later than the tenth day of April; provided, however, that at least ten days prior to mailing of any notice of termination the board or its agent shall inform the teacher in writing that (1) the board is considering

termination of said contract and that (2) the teacher shall have the right to a private conference with the board if the teacher files a request therefor with the president or secretary of the board within five days; and if within five days after receipt by the teacher of such written information the teacher files with the president or secretary of the board a written request for a conference and a written statement of specific reasons for considering termination the board shall, before any notice of termination is mailed, give the teacher written notice of the time and place of such conference and at the request of the teacher, a written statement of specific reasons for considering termination, and shall hold a private conference between the board and teacher and his representative if the teacher appears at such time and place. No school board member shall be liable for any damages to any teacher if any such statement is determined to be erroneous as long as such statement was made in good faith. In event of such termination, it shall take effect at the close of the school year in which the contract is terminated by either of said methods. The teacher shall have the right to protest the action of the board, and to a hearing thereon, by notifying the president or secretary of the board in writing of such protest within twenty days of the receipt by him of the notice to terminate, in which event the board shall hold a public hearing on such protest at the next regular meeting of the board, or at a special meeting called by the president of the board for that purpose, and shall give notice in writing to the teacher of the time of the hearing on the protest. Upon the conclusion of the hearing the board shall determine the question of continuance or discontinuance of the contract by a roll call vote entered in the minutes of the board, and the action of the board shall be final. The foregoing provisions for termination shall not affect the power of the board of directors to discharge a teacher for cause under the provisions of section 279.24. The term "teacher" as used in this section shall include all certificated school employees, including superintendents. (C46-73, 279.13.)

279.24 Discharge of teacher

The board may, by a majority vote, discharge any teacher for incompetency, inattention to duty,

partiality, or any good cause, after a full and fair investigation made at a meeting of the board held for that purpose, at which the teacher shall be permitted to be present and make defense, allowing him a reasonable time therefor. (C73, sec. 1734; C97, sec. 2782; C24, 27, 31, 35, 39, sec. 4237; C46, 50, 54, 58, 62, 66, 71, 73, sec. 279.24)